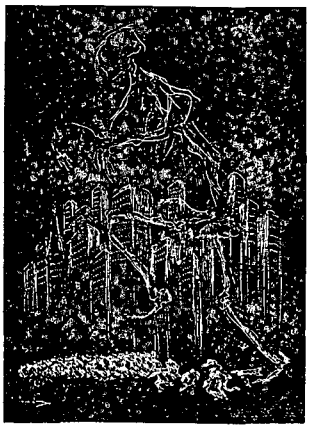

Insecurity *van Loon*

SURVEY ASSOCIATES INC.

WE COME OF AGE

By PAUL U. KELLOGG

Statement by the editor on our twenty-first year as a cooperative publishing society

1933 Reviewed **Prospect 1934**

Gold-Fish Bowl *Bruère*

THE shift from recession to recovery has thrown on Survey Associates a new load of exacting, exciting work which puts our whole scheme to the test. However any of us may regard the moves at Washington, they represent a change of gears. Instead of stalling and reversing, they have set action going and opened up the underlying issues of our industrial civilization. Developments are breaking altogether too fast for conventional research; are reaching too deep for adequate assessment in the daily press. Such a period of change lends itself preeminently to that combination of swift first-hand inquiry and arresting interpretation which has been demonstrated by Survey Associates. These months are throwing assignment after assignment our way, to search out, observe, assess and exhibit.

In the period of drift, we could from our editorial desks mass evidence that visualized unmet needs; we could tap the slow findings of research in ways that gained a hearing for them. But now, in this period of experimentation and controversy, more and more field-work of a flexible sort is called for to show what's afoot, ventilate what's left undone, and throw long-range outlooks forward. Such specific assignments take time; call for first-hand observation; require money, if small in comparison with the huge sums that go into research. We have our headquarters staff to deploy to a limited extent if we can find traveling expenses. Outside writers and experts, catching the spirit of our team play, meet us half way in taking on such commissions. It is for this exploratory work, above all, that we need new backing now.

WE ARE interpreters, then, of concepts and concerted action in a period of change, in the hope that that interpretation will help make sense out of what is going on in American life.

The United States began as a wilderness—then a thin carpet of frontier settlements spreading westward, then an agricultural commonwealth, then an industrial nation; and now as a people, with our powers as growers and makers expanded as never before, we find ourselves thwarted as users and pursuers of happiness.

As one epoch has given way to another, there has always been waste and strain due to the slowness with which human brains and social institutions adjust to change. Survey readers and members were alive to seamy sides of our post-war "prosperity" toward which the general public was indifferent. The depression has brought the need for action home on every hand. As result we are in for many inventions; and, after our American bent, for trial and error, for inconsistencies, divergencies and clash. You and I may differ as to how significant or real current changes are, but in any company we can be sure to be struck by the shiftings in attitudes on the part of our friends. There are those whose liveliest anxiety is to hold fast; those who want to accelerate and direct change; those in both camps who resent the other fellow's ideas and want to see things handled within the framework of their own.

In conserving the reach of our publications among people of differing minds, the day's mail confronts the editorial staff of a cooperative society like ours with a problem as old as common carriers though we encounter it in terms of the motor age: how to keep from skidding or sticking in ruts; how to meet the pace of new times. All the more reason for streamlining those very Survey procedures which have stood up in the past to situations charged with conflict. We are out to assay developments first-hand, swiftly, but with chance for criticism in advance of publication by parties at interest and for rebuttal of our findings once they are published. We give those who are responsible for new moves a chance to set forth what they are up to and then throw wide the door to their critics. We endeavor to keep open house to espousals and judgments however they differ. And through it all, the thrust of that "organized curiosity" that serves as an entering wedge for understanding.

WITNESS our twenty-first annual meeting in February, which in the midst of a hotel strike in New York came to rest at the Aldine Club where, fifteen years ago, just after the Armistice, Survey Associates held our three-day Reconstruction Conference. Then we met to consider how some of the organization and energy, stimulated by the war and released by the peace, could be put to work at home, and how we might play a part in refocusing it. Now we were met to consider how far purposes and energy, jolted loose by the hard times, had been organized in the first twelve months of the Recovery Program, to forecast developments, and again to ask what part we might play in appraisal and interpretation. Harold L. Ickes, secretary of the interior, and for twenty-one years a Chicago member of Survey Associates, set forth the Social Implications of the New Deal from his post as federal public-works administrator. For at least as many years as Survey Associates is old, S. K. Ratcliffe has made his tours of the United States as observer no less than as lecturer. Here, as an English sociologist, he gave his critique of the American attempt to find a "positive alternative to the two great compulsive systems now contending for the mastery of Europe." And Mrs. August Belmont, as a leader in the great fund-raising, work-giving voluntary formation that bore the brunt of relief in New York in the earlier stages of the depression, made her convincing plea that we should lay an endur-

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ing basis for security through a national system of unemployment insurance.

AT OUR twentieth annual meeting the year before, our anniversary speaker, Prof. Felix Frankfurter, had called The Survey "the crow's nest of American society." In the succeeding twelve months events crowded thick and fast on the forecasts made at that meeting, which had less to do with history than with the opportunity we faced. Yet to go back four years, none of us foresaw the difficulties they would bring to educational or publishing undertakings (we've been doubly hit); much less the unexampled suffering due to mass unemployment and the extraordinary efforts to cope with it. Throughout the depression years, it has been at bottom the participation of the reader-members of Survey Associates which has enabled us to overcome those difficulties and maintain our service to the emergency. And it has been something of a miracle that we have kept our cooperative organization fairly intact, have held four fifths of our subscription list, and have made new headway in the midst of the downs and ups of the last twelve months.

With the bank holidays in the winter quarter to hinder the year's start in 1933, we experienced shrinkages of $11,000 in publishing revenue under the 1932 level—hitherto our worst year. We managed to offset them by carrying retrenchments to new "lows" in size of issues, payroll and investment in new circulation. By redoubled efforts, expenditures totaling $142,765 for the twelve months (as against $159,860 in 1932) were met by publishing revenue, memberships, contributions and grants—with $63 to spare!

We entered 1934 with something over five hundred members pledged in advance to our common work. We entered it with The Midmonthly Survey established as a separate journal of social work, one of the few mediums of exchange to reach and fortify those who are up to their elbows in emergent help. And we entered the new year with new resiliency in the response to the foraging of Survey Graphic.

Last September our circulation reached its lowest ebb during the depression; and on January 1, 1934 our combined stencil count of paid subscribers (Midmonthly, Graphic and joint) stood at 21,671 against 22,944 on January 1, 1933. But that is only part of the story. From September on we had made a net gain of 1806, as against a net loss of 728 in the same period last year. And our field work for joint subscriptions, directed by Mollie Condon, circulation manager, has a fifteen months' record which excels anything in our history.

With these gains, our fortunes hang on whether we can muster the necessary backing in the months ahead. For measured either in terms of difficulty or opportunity, our situation transcends that of any earlier year.

ONE way to trace the web of work that runs through our issues is to single out certain major fields. Here in anticipating developments or in seeking to emphasize social and economic needs, we often employ a special number of Survey Graphic to break ground. Thus:

I MEDICAL ECONOMICS—1927 and after (page 99)

Here we brought out a special number, The Cost of Health, January 1930. But this was in sequence to 1927, when we published the first series of articles on the subject handled by any magazine (by Michael M. Davis, now of the Julius Rosenwald Fund). This was in advance of the five-year program of the Committee on the Costs of Medical Care, whose work and findings we followed through as did no other lay journal.

II UNEMPLOYMENT AND RELIEF—1928 and after (page 99)

Throughout the four years of depression we have based our chief work in measuring needs and interpreting developments on the exploration that went into our special number, Unemployment and Ways Out, brought out in April 1929, six months before the stock-market crash. That had been anticipated by earlier articles in the winter of 1928.

III RECOVERY AND RECONSTRUCTION—1932 and after (page 101)

Since last June we have been assessing and following through developments under the National Recovery Act and related measures—leads with us which go back to another special number, When We Choose to Plan, March 1932, which attempted for the first time to bring the concept of social-economic planning to earth in the industrial landscape of the United States.

This "lap-ahead awareness" was cited by the Executive Group and Awards Committee of the (national) Social Work Publicity Council when last June they commended Survey Associates for focusing our "lenses on the social-economic world from intelligently selected points of vantage"; and designated Survey Graphic as the "outstanding contribution to social-work interpretation in 1932–3."

In commenting on the award, the St. Louis Post-Dispatch called it a "merited distinction for a forward-looking and, in these times, particularly useful publication," and went on:

Survey Graphic is recording and interpreting the changes now taking place in the social order with, to employ a phrase of the council's award committee, "a sensitivity unusual even to itself." Wages, working conditions, unemployment, relief methods, housing, public works—all its topics are of special interest. It may not have a large circulation, but it reaches readers whose work and counsel have won increasing respect in the last several years. Like the famous editorial comment of E. L. Godkin, the articles in Survey Graphic influence persons of influence. . . .

RECENT letters from two college campuses, from economists who wish to bring out source books and find The Survey their best quarry, are testimony from one angle to the original work we are attempting; while from another angle comes evidence that the fields we traverse have become central to public interest. Twelve times a year a Committee of Librarians appointed by the Franklin Square Subscription Agency, lists Ten Outstanding Articles of the Month. Survey Graphic scored twice in August, three times in September. Here, in the adjoining box, in competition with the general periodicals, is our tally for the year—one which gives clues, also, to fields not touched on in this summary—such as the commission of social appraisal Dr. Alice Hamilton of Hull-House and the Harvard Medical School undertook for us in Nazi Germany.

AMONG THE "10 OUTSTANDING"

JANUARY—SOCIAL TRENDS DIGEST, edited by Mary Ross
FEBRUARY—WORK AND WORKLESSNESS, by Samuel S. Fels
MARCH—WHAT WE CONFRONT IN AMERICAN LIFE, by Felix Frankfurter
JUNE—DEBTS—BARRIERS TO RECOVERY, by Evans Clark
AUGUST—PLANNING IN PLACE OF RESTRAINT, by Robert F. Wagner
BOUNCER OF THE BLUEBIRD INN, by Herbert B. Ehrmann
SEPTEMBER—LABOR UNDER THE NIRA, by Lewis L. Lorwin
MUSEUMS OF THE FUTURE, by Otto Neurath
BELOW THE SURFACE IN GERMANY, by Alice Hamilton, M.D.
DECEMBER—THE GOAL OF GOVERNMENT, by Walter L. Whittlesey

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I. Medical Economics

IN LATE 1932, the Committee on the Costs of Medical Care brought out the reports, majority and minority, which gave the upshot of a five-year program of research. Not only was there division in recommendations, but no adequate provision had been made to carry forward a process of professional or public education as to the findings, much less to put them to work in the arena of action. Three national foundations, the Milbank Memorial Fund, the Julius Rosenwald Fund and the Twentieth Century Fund, have moved into this vacuum from three distinctive angles.

Meanwhile our December 1932 Survey Graphic was a semi-special number interpreting the CCMC reports; and in the year succeeding we followed through with a series of articles, making them a major charge on space and staff time:

CONSUMERS OF MEDICAL SERVICES—by James P. Warbasse, M.D. (January 1933 Midmonthly.)

MEDICAL CARE ON RELIEF FUNDS (February Midmonthly.)

SHALL WE AFFORD HEALTH—two supplementary CCMC studies appraised by Mary Ross (March Graphic.)

WANTED: A NATIONAL CENTER ON MEDICAL COSTS AND CARE, by Richards M. Bradley (March Midmonthly.)

ORGANIZED ACTION IN MEDICAL CARE—a swift survey of significant trends and experiments the country over; breaking away from the recapitulations of the shortcomings and wastes in the provision of medical care; and presenting changes in medical service, and in methods of paying for it, which have taken head; by Michael M. Davis (April Graphic.)

SECURITY, by Albert J. Milbank (April Midmonthly.)

WHEN RELIEF INCLUDES MEDICAL CARE, by H. Jackson Davis, M.D. (April Midmonthly.)

KEEPING DOCTOR AND PATIENT TOGETHER, by Mary Ross (June Midmonthly.)

CRISIS IN THE HOSPITALS, by Mary Ross; a staff article contrasting the empty beds and vacant floors of private hospitals (stripped of income), with the aisle beds, clinic queues and congestion of the public hospitals (July Graphic.)

I THINK I'D BETTER CALL THE NURSE, by Mary Ross; a primary lesson for emergent relief workers as to health resources and procedures for engaging them (July Midmonthly.)

DOLLARS AND LIVES, by C.-E. A. Winslow, Yale Medical School; a spirited handling of the crisis in public-health administration throughout the country; which has wrecked years of work in some states and menaces the progress of the past three decades (August Graphic.)

DESIGN FOR NURSING, by Anne Scott; a nurse canvassing the viewpoints of club women, patients and community (September Midmonthly.)

CHILD HEALTH AND RECOVERY, by Grace Abbott, chief of the US Children's Bureau; an interpretation of the critical conditions throughout the country which prompted the calling of a national conference by Secretary Perkins (October Midmonthly.)

UNCLE SAM AND MEDICAL CARE, by H. Jackson Davis, M.D., consultant in medical care, Federal Emergency Relief Administration (October Midmonthly.)

EVERY BED A SCHOOL, by Beulah Weldon Burhoe, secretary, After Care Committee, National Tuberculosis Association (October Midmonthly.)

THE CASE OF THE CHRONIC SICK, by E. M. Bluestone, M.D., director, Montefiore Hospital for Chronic Disease, New York (October Midmonthly.)

HEALTH PLAN FOR THE NATION, by John A. Kingsbury, secretary, Milbank Memorial Fund (November Midmonthly.)

HOW THE OTHER HALF LIVES ON RELIEF, by a Henry Street Visiting Nurse (November Midmonthly.)

Our new year began with gathering up these strands into a skein—HEALTH INVENTORY: 1934—a staff article by Mary Ross, associate editor (January Survey Graphic.) In the new year we are expanding the caliber of this work in the health field. We have embarked on a new formula—a semi-special in April, leading articles during succeeding months, and early next winter a special; all devised to dramatize the opportunity and need for national health planning within the framework of any thorough-going social reconstruction. The near bankruptcy of public-health departments the country over, the plight of the hospitals, the smashing impact of findings on the need for sickness insurance, and the tense lines drawn between vested interests and health services, are telling evidence of the liveness of the issues involved. The sheaf of articles leading off our April Survey Graphic is exhibit A.

II. Unemployment and Relief

HERE our most considerable contribution has been through the pages of The Midmonthly Survey. Under the spur of situations and activities, countrywide and urgent, its old departmental set-up has given ground to "leaders" with almost the quality of spot news, to demonstrations, swift inquiries and searching discussions of policy not only in the practice of social work, but with respect to forces conditioning it.

The first half of 1933 witnessed the more complete shift from private to public shoulders of the burden of crisis relief. They yielded a new alignment of relationships—federal, state, local, along lines kindred to those staked out by social workers eighteen months before at legislative hearings and in the pages of The Survey. What emerged at the special session called by President Roosevelt was the assumption of national responsibility co-extensive with the national need, but linked with a procedure at the hands of the federal administrator, Harry L. Hopkins, and his associates devised to reinforce rather than supplant local resourcefulness. Month by month registered gains in belated organization. The situation took on new integrity. In mid-fall came the promising rise of Civil Works; in mid-winter its devastating recession; and all the complicated problems of organization and administration involved in attempting to meet by makeshifts the stresses which, in the fifth year of depression, we still regard as emergencies. Meanwhile in the stripped and bruised existence of individual men, women and children, the disillusionment and bitter recoil of groups of unemployed, we are paying the preventable cost of proceeding without a basic plan of security—such as, for example, England affords through her system of unemployment insurance, transitional benefits and local public assistance, linked with a parallel system of Labour Exchanges.

Through it all The Survey has canvassed and exhibited needs, assessed and compared proposals, interpreted and criticized performance. It is needless to recapitulate the articles and materials we have handled, but the following sequence down the main line of action will serve as illustrations:

JANUARY (Midmonthly): THE STATE KEY TO RELIEF—a challenge to forty legislatures, by Newton D. Baker, chairman of the National Citizens Committee for the Welfare and Relief Mobilization of 1932. The fall money-raising campaigns had focused on voluntary contributions. With the drives over, with the inadequacy of private funds to carry the load, laid bare; and with federal funds still in the form of loans to states, the campaign leader came forward with a call for public action and appropriation, city by city, and state by state.

JANUARY (Midmonthly): THE AMERICAN RELIEF CARAVAN—an interpretation of Senate hearings on bills which called

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for a coordinating federal system, by Walter M. West, executive secretary of the American Association of Social Workers. Facts as to neglected areas, as to periods when relief broke down in large cities, and as to widespread suffering where standards fell short in rents, fuel, medicines and even food were marshalled by responsible executives. No action resulted at this short session.

MAY (Midmonthly): A NEW RELIEF DEAL—appraisal of legislation before the new Congress, creating a Federal Relief Administration, providing for grants instead of loans, and authorizing powers of supervision and instigation—the turning point in national responsibility; by Joanna C. Colcord, director, Charity Organization Department of the Russell Sage Foundation, and author of a memorandum on administrative provisions, on which the bills in 1932 and 1933 were based.

JUNE (Midmonthly): GET HELP THROUGH—the primary charge on the new federal relief administration, by Paul U. Kellogg, editor.

JULY (Graphic): THE NEW DEAL AND THE OLD DOLE—a staff appraisal of the moves by which the new federal administration buckled into its task; the issues and situations it faced; based on a week in Washington in the formative period when emergency policies were taking shape and the relations of the Washington office to a functioning state, county and city administrative structure were broached, by Gertrude Springer, associate editor.

AUGUST (Midmonthly): TWO MONTHS OF THE NEW DEAL IN FEDERAL RELIEF—an appraisal of policies, rules, standards, by Russell H. Kurtz, Charity Organization Department, Russell Sage Foundation.

OCTOBER (Midmonthly): THE CHESTS IN A RECOVERY YEAR—a survey of the ground before the national mobilization for human needs, by Gertrude Springer, associate editor.

OCTOBER (Midmonthly): ON THE GOVERNORS' DOORSTEPS—the fifty-three clients of the Federal Relief Administration: (forty-eight states, four territories and the District of Columbia), by Russell H. Kurtz.

NOVEMBER (Midmonthly): A JOB-LINE THAT COST $28 MILLION, by William H. Matthews, director, Emergency Work Bureau, New York.

DECEMBER (Graphic): BROTHERS KEEPERS, by Gertrude Springer—the genesis of our measures of public relief and protection.

DECEMBER (Midmonthly): RELIEF FROM RELIEF, by Russell H. Kurtz—the launching of the Civil Works program.

And in the New Year:—

JANUARY 1934 (Midmonthly): OUT OF DEPRESSION: RELIEF AS A BUSINESS MAN SEES IT, by Edward L. Ryerson, Jr., president, Council of Social Agencies, Chicago, former chairman, Illinois Emergency Relief Commission.

FEBRUARY (Midmonthly): AN END TO CIVIL WORKS, by Russell H. Kurtz—an analysis of the changed policies and what lies back of them.

MARCH (Graphic): CIVIL WORKS, CASH RELIEF AND UNEMPLOYMENT INSURANCE—the settlements make their challenge.

MARCH (Midmonthly): FOR WELFARE AND SECURITY, by Gertrude Springer, associate editor. The American Association of Social Workers on cash relief, civil works, public works, housing, taxation, employment services, poor laws, transients, unemployment insurance, child labor. Recommendations. The President's new relief policy.

APRIL (Midmonthly): RIGHT-ABOUT FACE, by Joanna C. Colcord—the new relief policies assessed.

MAY (Graphic): X EQUALS?, by Gertrude Springer—a searching stock-taking of the content and results of our emergency moves in dealing with mass unemployment.

Emergency Information Service

THROUGHOUT the last fifteen months, in collaboration with the Charity Organization Department of the Russell Sage Foundation, we have carried Unemployment and Community Action, a special department in the Midmonthly, edited by Joanna C. Colcord and Russell H. Kurtz, which has met with appreciative response among public officials and social workers, executives and members of citizens' committees. Up to date and practical, it has been invaluable in warning of missteps and failures, and in exchanging ideas and methods.

Emergency Workers

OUR service to executives and experienced workers has been paralleled by a service to what might be called novices. Relief operations have called in from other vocations great numbers of inexperienced workers and committee members and The Midmonthly Survey has served as a medium for supplementary education. Our field workers during the year enlisted (at approximately the publishing costs) over two thousand new readers among them. This means more than that many new subscribers; it means helping to engage and equip recruits to the enduring body of social work.

To meet their needs, we have carried a series of deft articles (Miss Bailey Says), especially geared at such newcomers, to help prepare them to meet situations and make the quick decisions demanded when case loads are unwieldly and supervision limited. These are by Gertrude Springer, our associate editor in the field of social practice. Here they are.

MISS BAILEY SAYS:

WHEN THE CLIENT HAS A CAR	March
ARE RELIEF WORKERS POLICEMEN?	April
WHAT PRICE THE FOOD ORDER?	May
HOW WE BEHAVE IN OTHER PEOPLE'S HOUSES	June
I THINK I'D BETTER CALL THE NURSE (by Mary Ross)	July
WHEN FAMILIES WON'T BEHAVE	August
THANK YOU OFFICER, WE CAN MANAGE	September
WHAT? CLIENTS WITH BANK ACCOUNTS!	October
CHILDREN MUST LIVE THEIR OWN LIVES	November
WHEN HIDDEN RESOURCES TURN UP	December
BIG-HEARTED CLIENTS	January 1934
BIG-HEARTED PUBLIC	February
PUBLICITY, SWEET AND SOUR	March
CLIENTS UNDER THE CODES (by Beulah Amidon)	April

The response has been so cordial to the articles as carried in The Midmonthly Survey that we have continued them, issued and reissued them in pamphlet form. More than seven thousand copies have been circulated to date, and we are about to bring out a second series. The whole process has been a foray in social education among a new group of citizens.

Community Programs

IN March, we gave up an eight-page section in the Midmonthly to what we regarded as "the most integrated and significant piece of group thinking on the situation confronting the industrial cities of America in the fourth year of the depression." This was the SEVEN-POINT PLAN FOR THE TREATMENT OF UNEMPLOYMENT, formulated by a committee appointed by the Community Council of Philadelphia and summarized by Kenneth L. M. Pray, director of the Pennsylvania School of Social and Health Work.

The committee met over a period of months at University House and was made up of persons responsible for various aspects of unemployment-relief administration, and of specialists in unemploy-

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ment insurance, public works and allied subjects. The fields covered were relief, public works, unemployment reserves, public employment exchanges, unemployment statistics.

While we have endeavored to throw shafts of light on national developments, we have thus turned our lenses on both constructive and critical situations in given communities. Whether real help gets through to the individual depends on the local unit.

Employment Services

TURNING to a field neighboring that of relief: The United States came into the depression without an effective national system of employment exchanges, comparable to those of other modern industrial nations. We had scattered state and city systems, and a residual federal system, the ghost of the old wartime service. This was expanded in 1932 by Secretary Doak on funds intended for the vetoed Wagner Federal-State Employment Service Bill. The Wagner Bill was in line with recommendations which for ten years had hung fire since the President's Unemployment Conference in 1921.

During the depression three demonstration centers were instituted under cooperative auspices. If the United States were to be ready with any modern system of labor placement when recovery came, here was a field which needed attention. We made it a major charge on our plans; and in no field have we felt that energy expended counted for so much:

"Employers and Workers Wanted"—a new sign hung up in five American cities; staff investigation carried out in Rochester, Minneapolis and Philadelphia by Beulah Amidon, associate editor. This was the first disinterested appraisal of the demonstration employment centers which had been made possible by foundation support, public grants and local resources; and which indicated the lines along which development might proceed (February Graphic.)

Instead of a System—an appraisal of the Doak reorganization of the federal employment offices, by Ruth M. Kellogg. This was an investigation carried out on our instigation under the Social Science Research Committee of the University of Chicago. Negatively, these findings exhibited glaring inefficiency and political manipulation of a sort which aided the new administration in wiping the slate clean; positively, they were of constructive use in launching the new service, inaugurated with the passage of a new Wagner bill at the special session (March Graphic.)

The Little Green Card—the combination of work lines and benefit lines in the British Labour Exchanges of which we have no match; based on a comparative study of American relief and English unemployment insurance, by Helen Hall, chairman, Unemployment Division, National Federation of Settlements (May Graphic.)

Back to Work, by Beulah Amidon, associate editor, illuminating such points of attack as the Federal-State Employment Service Act, the public works and industrial code sections of the National Recovery Act; against the mixed results of such earlier undertakings as the spread-the-work movement (July Graphic.)

And in the new year we have reexplored the vein opened up twelve months before and interpreted plans and beginnings under the new federal-state-local system:

The Route Back to Work, by Beulah Amidon, associate editor, setting forth the plans and first accomplishments of the new US Employment Service, established under the Wagner-Peyser Act, and of the Emergency Reemployment Service superimposed upon it; based on a week in Washington (March Graphic.)

Paralleling this handling of employment services, we have followed through proposals, plans and setbacks in movements for unemployment insurance, which are gathering fresh momentum in the new year.

III. Recovery and Reconstruction

PROFESSOR FRANKFURTER'S anniversary address on What We Confront in American Life, given at our twentieth annual meeting in early February 1933, and published in the March Survey Graphic as the Roosevelt administration came in at Washington, raised our curtain on the new stage of things. But first, we began our year with a dramatization of findings expressive of the research bent of the retiring administration. This was a special number of Survey Graphic, Age of the Auto, edited by Mary Ross, visualizing the report of President Hoover's Research Committee on Social Trends, and synchronized with the issuance of the volumes (January 1933.) The work of digest was in the hands of Mary Ross, associate editor, the visualization in those of Florence Loeb Kellogg, art editor. The edition, of 27,750 copies, sold out so rapidly that the whole issue was photostated and 3000 reprints run off. Some 2650 copies were ordered by educators for classroom use. This number, together with the semi-special the month before in which Dr. Emerson and Miss Ross handled the final reports of the Committee on the Costs of Medical Care, was specifically cited by the Social Work Publicity Council in making its award.

An admirable piece of work. Hornell Hart, Bryn Mawr.

My great appreciation of its skill. Jessie W. Chartres, chairman, Adult Education department, College of Education, Ohio State University.

I don't know that I have ever seen that sort of thing so effectively handled. Helen W. Atwater, editor, Journal of Home Economics.

A knockout. J. S. Burgess, Temple University, Philadelphia.

Gives edible portions of the report and stimulates the appetite for all of it. William Hodson, public welfare commissioner, New York.

A tremendously difficult thing, organized and expressed in capsule. Ira S. Wile, M.D.

A collosal task and an excellent job. Edward Eyre Hunt, executive secretary, Social Trends Committee.

And a great sheaf of others.

OUR major series of the first half-year lay in the field of social-economic planning we had broached the winter before. It was the work of Samuel S. Fels, the liberal Philadelphia manufacturer, who applied his experience in stabilizing his own industry to the larger stage of a planned economy. The articles were drawn in advance from his book (This Changing World, Houghton Mifflin), and gave our readers a broad-gauge view of the situation confronted by the framers of the Recovery Act. As carried in Survey Graphic and widely quoted in the press:

Work and Worklessness	February
Discoveries in the Backward Field of Consumption	March
Planning for Purchasing Power	April

Similarly, but after the event, we illuminated the social possibilities inherent in the original venture in regional planning launched by the new administration:

Tennessee: Seed of a National Plan, by Benton MacKaye—the arresting proposals of a regional planner who as a forester in the administration of Theodore Roosevelt, first envisioned the possibilities of this region in a report to his conservation chief. (May Graphic.)

Two semi-specials were brought out in the spring:

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MINDS MADE BY THE MOVIES: interpretation of the findings of the Educational Research Committee of the Payne Fund; leader, by Arthur Kellogg, managing editor—May Survey Graphic. Edition, 24,500.

A flood of light thrown on one of the most difficult problems now confronting those who deal with youth. E. Marguerite Gane, executive secretary, Children's Aid Society, Buffalo.

Should be read by every parent, every teacher, every school principal, and every other person having to do with the care and training of children. Clare Tree Major, director, Children's Theatre.

Congratulations. Ella Phillips Crandall, secretary, Payne Fund.

Clear and convincing. Herbert M. Gates, Congregation Education Society.

Suggest that you make a million reprints and get them in the hands of the Parent Teachers Association. Kendall Weisiger, Atlanta, Ga.

And many more of the same sort.

DEBTS, BARRIERS TO RECOVERY: digest and interpretation of the findings of a Twentieth Century Fund study; leader, by Evans Clark, director, with six boxes condensing individual reports—June Survey Graphic. Edition, 24,000.

The most instructive article published recently. Every man in America should read it. Floyd M. Malkemus, Detroit.

So big and important that the purpose is here to send the reader to the June Survey Graphic or direct to "The Internal Debts of the United States (Macmillan)". R. W.—Our Own World of Letters, Editor and Publisher.

This last was not only a swift piece of interpretation on our part. It was based on a swift piece of investigation; an intricate situation laid bare by a team of experts within the compass of a few weeks.

WITH the passage of the recovery bills, our editorial program shifted even more fully into the field of action. As Leon Whipple put it at staff meeting at mid-year, the great news lead lay in the efforts concerted for revival. The newspapers would be handling hearings, codes, and current events as front-page news. The general magazines would be handling general articles. How could we provide a distinctive service in Survey Graphic, we asked ourselves. Possibilities were discussed at staff and board meetings, and canvassed with outside experts. The editor spent a week in Washington in July, when four of our first authors were on the ground. Plans for the half year took shape as follows:

A. A series of first-hand "vertical" shafts of inquiry and interpretation, dealing with developments in each of half a dozen KEY INDUSTRIES. Not only is the recovery program likely to stand or fall on the outcome in these industries; but they should yield clues as to whether in the long run American initiative can bring into balance our leaping productive capacities and our laggard powers to earn and consume the output.

B. "Horizontal" appraisals. Articles exploring the fiscal, economic and human settings of what is afoot, illuminating factors which run through the whole situation, portraying special projects and reckoning with things done and left undone.

C. Proposals and forecasts reaching beyond the experimental period; together with a special number, closer into individual outlooks and taking to heart what people have learned from the four years of depression—what they envison out of it.

The plan did not ignore policies with respect to inflation, banking, securities, farm relief, railroads, and so on, entering into the New Deal; but focused on the fields with which Survey Associates have been chiefly concerned—where people work, earn, spend, save, enjoy and live.

Key Industries

OUR shafts of inquiry and interpretation in certain major industries proved an assignment of a sort which has not been duplicated by any other publication in assaying how national policies pan out close to the ground:

COTTON TEXTILES FIRST—Our Oldest American Industry Steps Out, by Henry P. Kendall, president of the Kendall Company, with mills in the North and South, and an insurgent among employers. September Survey Graphic

STEEL AND THE NRA, by John A. Fitch, author of The Steel Workers (Pittsburgh Survey,) based on his twenty-five years study of the industry, his presence at the code hearings, and his share of the research that went into them. October Survey Graphic

CHAOTIC COAL, by Merle D. Vincent, former vice-president of the Rocky Mountain Fuel Company, and long-time associate of Josephine Roche in the outstanding demonstration of union-management cooperation in mining. November Survey Graphic

OIL AND THE NRA, by William O. Thompson, former law partner of Clarence Darrow, former president of the American Cotton Oil Company, one of the founders of the Amalgamated (labor) Bank in Chicago, and an expert in industrial negotiations. January Survey Graphic

In 1934, similar assignments are scheduled in the garment trades, autos, and so on.

AS illustrations of horizontal appraisals of issues running through the whole landscape of recovery take:

LABOR AND THE NIRA, by Lewis L. Lorwin of Brookings Institution, bringing his research study of the AFofL to bear on the problems ahead in industrial relations. September Survey Graphic

FORGOTTEN CONSUMERS, by Prof. Frank A. Fetter of Princeton University, author of the Masquerade of Monopoly, whose thesis is that the consumer is not only forgotten; he is bound by the very philosophy and practice of the NRA to be exploited. November Survey Graphic

Both labor and consumer leads are "majors" in our new year.

OR leaving the industrial field, take articles which illuminated the contemporaneous trap in which our urban areas have been caught, and the moves to grapple with such factors as taxation and housing:

SINKING SLUMS, by Henry Wright, architect and regional planner, identified with the development of the garden city, Radburn, and the housing projects of the Buhl Foundation in Pittsburgh—based on his experience, and recent field trips in this country and abroad. August Survey Graphic

THE CHANCE TO REBUILD THE U. S. A., by Loula D. Lasker, staff report of the national conference at Cleveland which broached new lines for action. August Survey Graphic

WHY CITIES ARE BANKRUPT, by Edward M. Barrows, assistant editor of the National Municipal Review; reviewing the crippled public services due to the burden of unemployment relief, the actual failure of local governments to find enough hard money to pay their employes, and the crop of restless taxpayers who are bound that taxes shall go down. November Survey Graphic

IN the new year we are matching our series on economic planning in key industries with articles interpreting regional plans. In the January Survey Graphic, Chairman Arthur Morgan of the Tennessee Valley Authority began an

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informal log of problems, pitfalls, performance in this great test-tube. This was followed in February, by Secretary Ickes' presentation of the larger canvass of the Mississippi Valley committee. It is a "water" color if you will—ranging over its wide watershed wherever erosion, navigation, power and kindred factors enter into what Herbert Croly called, The Promise of American Life. Later we shall bring out an even more dramatic visualization of a region—this time Mid-America—with Chicago: the Second Century, as the theme of a special number in collaboration with the Social Science group at the University of Chicago.

Forecasts

AND as a third dimension, our articles of forecast and proposal, take these:

THE EIGHTH ADVENTURE, by Prof. Harry A. Overstreet; a new perspective on the task ahead of the nation, against the background of seven disappointments which our history books have so largely overlooked. August Survey Graphic

SEASONAL UNEMPLOYMENT: A Special Case for Economic Planning, by M. C. Rorty, who projects his practical experience as one of the chief executives of the AT&T to the problems of stabilization confronting us in mining, building and "caprice" goods. August Survey Graphic

AFTER NIRA—A LASTING RECOVERY, by Albert L. Deane. The president of the General Motors Holding Corporation set forth ways in which the industrial set-up under the NRA might be articulated to his long-range plan for stabilizing work and sustaining consumption. October Survey Graphic

Our December Graphic was a special number, MINDS ON THE MARCH, again edited by Mary Ross, and affording, in its forays into the future, an engaging foil to the Social Trends digest with which the year began. Here is what the Editor and Publisher of December 9 said of it:

The December issue of the Survey Graphic is another of those special numbers so well worth reading and study and so often commended on this page to editorial writers and to all who are at all interested in contemporary social and psychological states. This number is built around a grand journalistic idea: What Have We Learned from Hard Times? It centers on a personal experience story: Hard Times Hit a Family, by B. Gordon Byron, who in 1930 was getting $100 a week for advertising copy and sales promotion work on books—and this year is glad of $20 a week for keeping records for a county emergency work bureau, because it is a regular income. One of his lessons is the need of a regular income. . . . The rest of the issue is less personal—a more general inventory. Stuart Chase's article, Is There Enough To Go 'Round? measures our national assets by their serviceability—a variation of the Technocracy survey. Even if you don't like Mr. Chase, I'd advise you to clip this article: there is meat for many editorials in it—pro-Chase or anti. A. A. Berle, Jr., of the reigning Brain Trust, writes on The Law and the Social Revolution, tracing the theory of the National Recovery Act to Supreme Court Justice Brandeis's dissenting opinion in the Oklahoma Ice case, and hoping that our social revolution ("inevitable since the Russian Revolution of 1917") will produce advance and progress not only in legislation, but in the field of judicial decision. Professor Whittlesey of Princeton in this same number of the Graphic discusses wittily and wisely The Goal of Government. Dictatorship is merely omitting friction; and "it never yet cured a hot-box". "After twelve years of negation and drift . . . today government exists and is in action—the greatest single gain ever scored in our politics." "Far too many of our most effective organs for forming opinion have hitherto been allied with the barons, with those who had something to give." And be sure to look at the other articles in this copy of Survey Graphic. There are others just as important as those named here.

Survey Associates, Inc.

112 East 19 Street, New York

a membership corporation, chartered November 4, 1912, without shares or stockholders, under the laws of the State of New York,

"to advance the cause of constructive philanthropy by the publication and circulation of books, pamphlets and periodicals, and by conducting any investigation useful or necessary for the preparation thereof."

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How We Came Out in 1933

Condensed Statement — All Operations

Revenue			Expenses		
Contributions	$68,278		Association Account		$ 32,643
*Less Allocations	8,410		Publishing Accounts (combined)		
Net Contributions		$ 59,868	Circulation Investment	$26,378	
Publishing Revenue		82,980	Publishing Maintenance	83,764	110,142
Total Revenue		$142,848	Total Expenses		$142,785
Surplus for the year		63			

How We Entered 1934

Summary of Funds, Dec. 31, 1933

	General	Graphic Founders	Foreign Service	Combined
Surplus Dec. 31, 1932	$137	$26	$225	$388
Unfulfilled Pledges	290	...	....	290
	($153)	$26	$225	$ 98
Surplus for the year 1933	251	37	(225)	63
Surplus Dec. 31, 1933	$98	$63	....	$161

ASSOCIATION ACCOUNT

Contributions			Expenses		
GENERAL FUND			Administration (1/3)		$ 5,674
Total Memberships	$23,925		Membership and Finance		8,833
Other Contributions	18,563		Editor's Office (½)		5,753
Total General Fund		$42,488	EDITORIAL RESEARCH DESKS		
DEPARTMENTAL FUNDS			Industry	$2,633	
Industry	$ 2,475		Foreign Service	1,860	
Foreign Service	1,635		Health	3,325	
Health	665		Social Practice	2,347	
Social Practice	220		Education	1,874	
Education	170		Communities	343	
Communities	75				12,382
Total Departmental Funds		5,240	Total Association Account		$32,642
General and Departmental combined		$47,728	PUBLISHING ACCOUNTS		
MIDMONTHLY FUND		2,000	Appropriations		
GRAPHIC FOUNDERS FUND		18,550	To Midmonthly Survey		
			From Midmonthly Fund	$2,000	
			From General Fund	6,715	8,715
			To Survey Graphic		
			From Graphic Founders Fund.		18,448
			*Allocations		8,410
			Total Contributions needed		$68,215
			Surplus for the year		63
Total Contributions received		$68,278			$68,278

PUBLISHING ACCOUNTS

I. MIDMONTHLY SURVEY

Revenue			Expenses		
Joint Subscriptions			Administration (1/3)		$ 5,674
New	$15,124		Editor's Office (¼)	$2,877	
Renewals	29,774		Editorial	7,645	10,522
(½)	$44,898	$22,449	Manufacturing		9,036
Allocations (½)*		4,205	Subscription Routine (1/3)		3,352
Midmonthly Survey Subscriptions		2,597	Advertising		1,742
Sales		302	Total Publishing Maintenance		$30,326
Total Circulation Revenue		$29,553	Circulation Investment		
Advertising		1,658	Joint Subscription Extension (½)	$8,946	
Jobbing (½)		(143)	Midmonthly Promotion	904	9,850
Discounts Earned (1/3)		393			
Total Publishing Revenue		$31,461			
Appropriations					
From General Fund	$6,715				
From Midmonthly Fund	2,000	8,715			
Total Revenue		$40,176	Total Expenses		$40,176

II. SURVEY GRAPHIC

Revenue			Expenses		
Joint Subscriptions (½)		$22,449	Administration (1/3)		$ 5,674
Allocations (½)*		4,205	Editor's Office (¼)	$ 2,877	
Survey Graphic Subscriptions			Editorial	12,220	15,097
New	$5,695		Manufacturing		16,728
Renewals	7,314	13,009	Subscription Routine		6,704
Sales		1,068	Sales		725
			Advertising		8,510
Total Circulation Revenue		$40,731	Total Publishing Maintenance		$53,438
Advertising		8,844	Circulation Investment		
Jobbing (½)		(143)	Joint Subscription Extension (½)	$8,946	
Discounts Earned (2/3)		786	Graphic Monthly Promotion	7,582	16,528
Royalties		1,300			
Total Publishing Revenue		$51,518			
Appropriation					
From Graphic Founders Fund		18,448			
Total Revenue		$69,966	Total Expenses		$69,966

CERTIFICATE OF AUDIT

Survey Associates, Inc.: We have audited your accounts for the year ended December 31, 1933. In conformity with the regular custom of Survey Associates, Inc., in the above statements publishing expenses do not include the paper, printing, and related costs incurred prior to December 31, 1933, of future magazine issues for which unearned subscriptions have been included in revenue, and certain apportionments of revenue and expenses have been made by the corporation as indicated. In our opinion, subject to the foregoing, the above statements set forth your revenue and expenses as recorded and your summary of funds for the year ended December 31, 1933.

New York, January 27, 1934. (Signed) HASKINS & SELLS.

EDUCATIONAL FUNDS

GENERAL FUND				
Balance, Dec. 31, 1932				$137
Unfulfilled Pledges, cancelled				290
				($153)
Current Contributions 1933				
Membership Classes				
$10	$12,650			
$25	5,025			
$50	2,050			
$100	4,200			
Total Memberships	$23,925			
Large and Other Contributions	18,564	$42,489		
Departmental Funds (see other column)		5,240		
Midmonthly Fund		2,000		
Total General and Related Funds		$49,729		
Less Allocations*		8,345		
Net Contributions			$41,384	
Appropriations (1933) to				
Association Account		$32,643		
Midmonthly Account		8,715	41,358	
Balance for year			$ 26	
Balance, Foreign Service Fund, Dec. 31, 1932			225	251
Balance, General Fund, Dec. 31, 1933				$ 98
GRAPHIC FOUNDERS FUND				
Balance, Dec. 31, 1932				$ 26
Current Contributions 1933		$18,550		
Less Allocations*		65	$18,485	
Appropriations (1933) to Graphic Account			18,448	
Balance for year				37
Balance, Graphic Founders Fund, Dec. 31, 1933				$ 63
Balance of Combined Funds, Dec. 31, 1933				$ 161

RECAPITULATION OF PUBLISHING ACCOUNTS

REVENUE	Midmonthly	Graphic	Combined
Subscriptions (twice a month)	$22,449	$22,449	$ 44,898
Monthly Subscriptions	2,598	13,009	15,607
Allocations*	4,205	4,205	8,410
Bulk Sales	301	1,068	1,369
Total Circulation Revenue	$29,553	$40,731	$ 70,284
Advertising	1,658	8,844	10,502
Net from Jobbing	(143)	(143)	(286)
Discounts Earned	393	786	1,179
Royalties	...	1,300	1,300
Total Publishing Revenue	$31,461	$51,518	$ 82,979
Appropriations to Publishing Accounts			
From General Fund	6,715		
From Midmonthly Fund	2,000		27,163
From Graphic Founders Fund		18,448	
Total Revenue	$40,176	$69,966	$110,142
EXPENSES			
Maintenance	$30,326	$53,438	$ 83,764
Circulation Investment	9,850	16,528	26,378
Total Expenses	$40,176	$69,966	$110,142

* $5 is allocated to subscription receipts from each membership and contribution to cover the regular subscription of the member or contributor.

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Membership Roster

Acknowledgment of Contributions Made to the Educational Funds of Survey Associates for the Fiscal Year 1933

MIDMONTHLY FUND

($2000)

*Swift, Harold H.	$1400	Family Welfare Organization, Inc., Allentown, Pa.	$10
American Public Welfare Association, Chicago	200	Goldstone, Fred D.	10
Springer, Mrs. Gertrude	50	Jewish Board of Guardians	10
Bane, Frank	25	Jewish Home Finding Society of Chicago	10
Chicago Commons	25	Livermore, Paul S.	10
Children's Aid Association, Boston	25	Monday Evening Club, Worcester, Mass.	10
Community Welfare Federation, Wilkes-Barre	25	Public Welfare Bureau, Des Moines	10
Publicity Department, Detroit Community Fund	15	Roxbury, Mass., Neighborhood House	10
Association of Day Nurseries of N. Y. C.	10	Parsons, Reginald H.	10
Canton Welfare Federation	10	St. Paul Community Chest, Inc.	10
Clise, Charles F.	10	Social Service Federation of Englewood	10
Community Chest of St. Joseph, Mo.	10	State Child Welfare Commission, Madison, S. Dak.	10
Community Chest, Washington, D. C.	10	Stuyvesant Neighborhood House	10
Council of Social Agencies, Inc., Springfield, Ill.	10	Telegraph Hill Neighborhood Association, San Francisco	10
Emergency Relief Administrator, Sacramento	10	Tulsa Community Fund, Tulsa, Okla.	10
Family Welfare Association, Baltimore	10	Tunstall, Mrs. Alfred M.	10
		Werner, Mrs. William E.	10

DEPARTMENTAL FUNDS

INDUSTRY

($2475)

Brandeis, Justice & Mrs. Louis D.	$500	Davis, J. Lionberger	$75
†*Estate of V. Everit Macy	500	‡Farnham, Prof. Henry W.	50
Filene, A. Lincoln	250	†Lewisohn, Sam A.	50
Ittleson, Mrs. Henry	250	Schwarzenbach, Robert J. F. (In Memoriam)	50
Kaufmann, Edgar J.	250	Anderson, Mrs. Rachel R.	10
Huyck, Edmund N. (In Memoriam)	150	Beard, Charles A.	10
Brandeis, Miss Elizabeth	100	Cooke, Morris L.	10
Draper, Ernest G.	100	Greening, Miss Florence	10
Evans, Mrs. Glendower	100	Prendergast, Hon. William A.	10

FOREIGN SERVICE

($1635)

*†Lamont, Mr. & Mrs. Thomas W.	$500	Leeds, Morris E.	$25
*†Morrow, Mrs. Dwight W.	500	Scattergood, J. Henry	25
Cutting, Senator Bronson	100	Thomas, Arthur H.	25
James, Mrs. Bayard	100	Evans, Mr. & Mrs. Harold	10
Scattergood, Miss Margaret	100	Illch, Julius	10
Scattergood, Mrs. Thomas	100	Maier, Paul D. L.	10
Lamont, Thomas S.	50	Preston, Miss Evelyn	10
Anonymous	25	Rhoads, Charles J.	10
Dodge, Mrs. Cleveland H.	25	Rhoads, George A.	10

SOCIAL PRACTICE

($220)

Post, James H.	$100	Seybert Institution, Philadelphia	$25
Charity Organization Society, Buffalo	25	Family Service Society, New Orleans	10
Children's Aid Society of Pa.	25	Jewish Social Service Association, New York	10
Kenderdine, John D.	25		

HEALTH

($665)

Thomas Thompson Trust	$350	Bernheim, Dr. Alice R.	$10
Bradley, Richards M.	100	Forbes, Dr. Alexander	10
*Potter, Miss Blanche	50	Goodale, Dr. Walter S.	10
*Wald, Miss Lillian D.	50	Haskell, Mrs. John A.	10
*Wile, Dr. Ira S.	50	Jones, Mrs. Robert McK.	10
Shelden, Mrs. Henry	15	Maternity Center Association, New York	10

EDUCATION

($170)

Stern, Mr. & Mrs. Alfred K.	$150	Eddy, L. J.	$20

COMMUNITIES

($75)

Brownlow, Louis	$50	Burnham, E. Lewis	$25

GRAPHIC FOUNDERS FUND

($18,550)

Julius Rosenwald Fund	$3750	Lewisohn, Adolph & Sam A.	$1000
Twentieth Century Fund	3500	Leach, Mrs. Henry G.	750
°*Estate of V. Everit Macy	2000	Ittleson, Mr. & Mrs. Henry	500
Elmhirst, Mrs. Leonard K.	1250	°*Lamont, Mr. & Mrs. Thomas W.	500
Blaine, Mrs. Emmons	1000	Warburg, Felix M.	500
Chamberlain, Miss Ellen S.	1000	Goldman, Henry	300
*Eastman, Mr. & Mrs. Lucius R.	1000	Bamberger, Louis	250
°*Morrow, Mrs. Dwight W.	1000	Lasker, Miss Loula D.	250

GENERAL FUND

($42,488.50)

Carnegie Corporation	$6000	°†Lamont, Mr. & Mrs. Thomas W.	$500
Milbank Memorial Fund	2000	Lee, Joseph	400
†Eastman, Mr. & Mrs. Lucius R.	1500	Woodward, Dr. George	400
Chamberlain, Prof. Joseph P.	1000	Christian Social Justice Fund, Inc.	250
Lehman, Hon. Herbert	1000	McGregor, Mr. & Mrs. Tracy W.	250
Russell Sage Foundation	1000	Sarnoff, David	250
Tucker, Mr. & Mrs. Carll	1000	Volker, William	250
Rosenwald Family Association	600	Paine, Mr. & Mrs. Richard C.	200
Cabot, Dr. Richard C.	500	Munsell, Alexander E. O.	175
°†Estate of V. Everit Macy	500		

UNCLASSIFIED

Gray, Mrs. H. S.	$85	*Biddle, Mrs. F. B.	$10
Asher, L. E.	75	*Bird, Mrs. C. E.	10
Goff, Frederick H. (In Memoriam)	75	*Butzel, Mrs. Leo M.	10
Parkinson, Thomas I.	75	*Castle, Miss H. E. A.	10
Rothermel, John J.	30	*Cochran, Miss Fanny T.	10
*Brownlow, Mrs. Louis	20	*Ogden, Miss Esther G.	10
King, Clarence	20	*Peterson, Dr. & Mrs. Frederick	10
Ingraham, Mrs. H. C. M.	20	*Seaver, H. L.	10
Thorp, Miss Anne	20	*Storrow, Miss Elizabeth R.	10
Alford, Miss Martha	15	*Van Auken, Mrs. Howell	10
Alger, George W.	15	Bradley, J. Harold	8
Baldwin, Mrs. Ruth Standish	15	Van Vleck, Joseph, Jr.	7.50
Braman, J. L.	15	*Coolidge, Miss E. W.	5
Bruère, Robert W.	15	*Deardorff, Dr. Neva R.	5
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Purdy, Lawson	15	Cliffe, J. Howard	1
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Winchester, Harold P.	15	*Helm, Miss Kathryn	1
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* Gave also to other classifications under General Fund ‡ Deceased
† Gave also to Graphic Founders' Fund ° Gave also to Departmental Funds

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THE SURVEY

Vol. LXX. No. 4 MONTHLY April 1934

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SO THEY SAY

Romantic realism.—*Slogan of the National Socialist Welfare Organization, Germany.*

The right to work seems to me as vital a part of our freedom as any right we may have.—*Mrs. Franklin D. Roosevelt.*

Do not waste anything, save it for the poor.—*Ben Altheimer, New York philanthropist, on his eighty-fourth birthday.*

The middle-class is the one too smart to take patent medicines and too poor to hire a nerve specialist.—*Los Angeles Times.*

Daughters of a revolution of long ago are honored; mothers of a revolution to come are feared.—*William F. Russell, dean, Teachers College, New York.*

In many homes of high as well as low economic status children are surrounded by love but not by understanding.—*Lillian D. Wald in Windows on Henry Street.*

What must the angels think of a race that shudders at a cock-fight and cannot make up its mind to abandon wholesale murder in war.—*Arthur Brisbane, journalist.*

Russia has silenced forever the notion that economic affairs are governed by adamant natural laws.—*Rexford G. Tugwell, in Our Economic Society and Its Problems.*

To govern is to sit smoking a cigar on a heap of gunpowder in a glass house besieged by a mob equipped with sharp stones. —*Arthur Krock in New York Times.*

Eddie Cantor can do more to educate the youth of the nation than any other single person. Why? Because they listen to him. —*Jesse Grumette, New York highschool teacher.*

The psychiatrists and psychopathologists, so far as one can see into the obfuscated anfractuosities of their dialectic, really began about where the uplifters left off.—*Walter Lincoln Whittlesey in Today.*

. . . government cannot exist if the citizen may at will use his property to the detriment of his fellows or exercise his freedom of contract to work them harm.—*US Supreme Court in NY State milk case decision.*

No matter how large its budget an institution is educationally poor and unworthy when it assumes one service more than it can perform with superior quality.—*Annual report, Carnegie Foundation for the Advancement of Teaching.*

I wonder if General Johnson ever stays up nights and sees the faces of people, jobless and without resources, who went ahead and organized as allowed by law and who lost their jobs. —*Mrs. Gifford Pinchot, Pennsylvania, at the NRA "field day."*

Human society is composed of folks who make things, fake things and take things. The first come last. The last come first, and the betwixts and betweens get living and honors explaining the justice of the arrangement.—*"Adam Coaldigger" in The American Guardian.*

Modern science knows that the task of fitting the child to the life he is to live is a task of resolution of social forces far more intricate than the task that confronts the engineer in resolving the stresses and strains that must be borne by the frame of the skyscraper.—*Hal. H. Griswold, attorney, Cleveland.*

If the men and women in Philadelphia and Pennsylvania could be rid of sweatshops and sweatshop conditions and could exchange their willing toil for just a decent living-wage we should have a market for all that field and factory could produce, even with our uncanny productivity.—*Sherman C. Kingsley, director, Welfare Federation, Philadelphia.*

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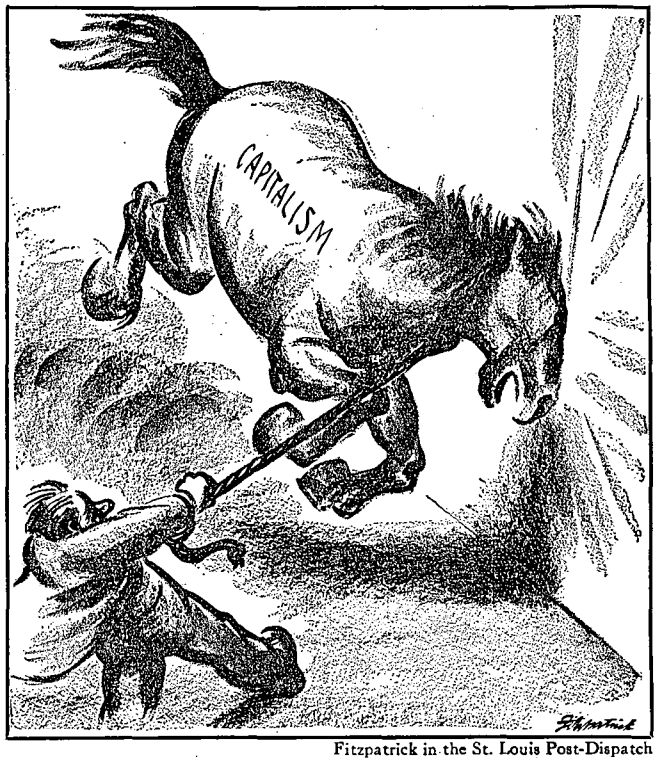
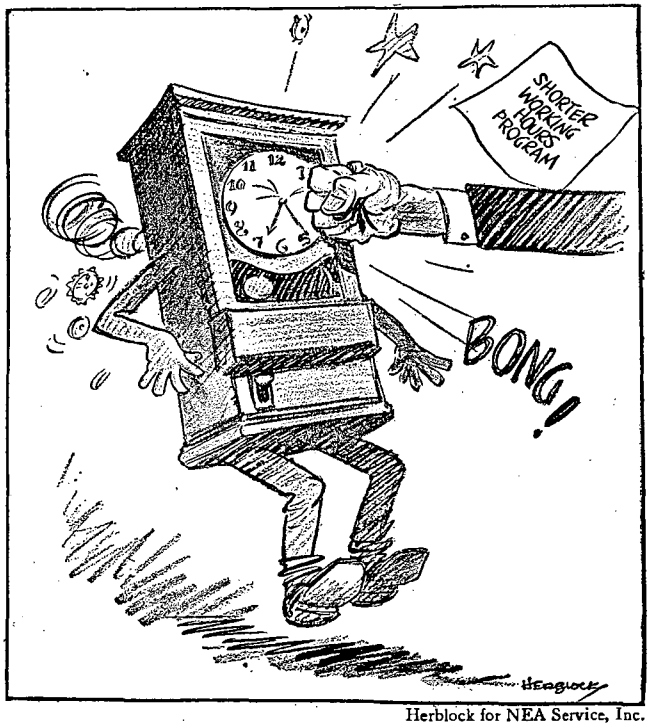


Fitzpatrick in the St. Louis Post-Dispatch

General Johnson: He isn't blind — he just doesn't give a damn

Marcus in The New York Times

Picturing His Pet — Two Versions



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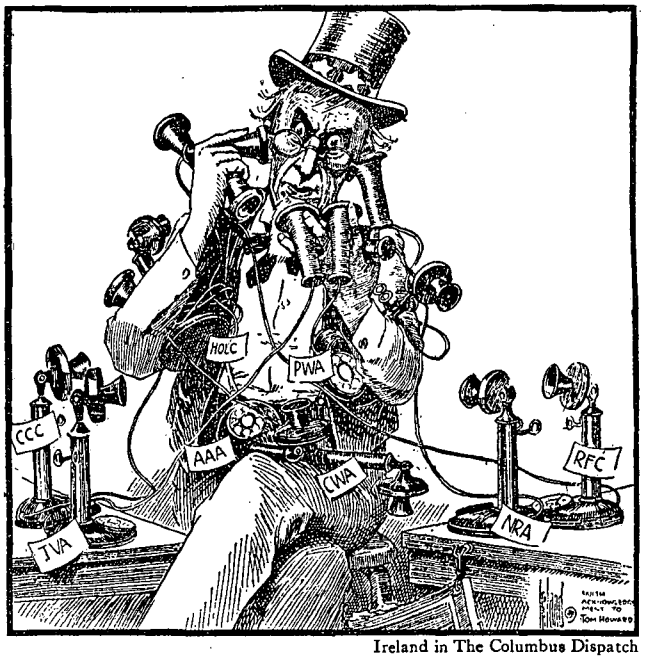

Ireland in The Columbus Dispatch

These Are Busy Days

A LITTLE LIGHT ON SERIOUS SUBJECTS

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THE SURVEY

April
1934

Volume LXX
No. 4

Right-About Face

By JOANNA C. COLCORD

"The King of France, with twice ten thousand men,
Marched up a hill—and then marched down again."

ON February 28, announcement was made of a new plan of procedure for the FERA, which was analysed briefly in the last issue of The Survey. Was this the same plan understood to be under discussion on February 17, when the AASW Conference on Governmental Objectives met in Washington? Although not one syllable to the contrary has been spoken from FERA headquarters, there are many reasons for believing that the relief program which must have been presented to the White House was more a constructive extension of the past fall's experience, and not so complete a reversion to earlier methods.

In Today (December 16, 1933) the FER administrator says: ". . . unemployed people want to work for what they get. They resent being asked to be a party to any subterfuge of a job as a means of getting relief. And for my part, I glory in their refusal and resentment of all such subterfuges."

CWA, he saw, was created to meet an emergency.

> And yet, in its broad outlines, it does offer an opportunity, and at any rate a partial answer to the age-old problem of how America shall care for her unemployed. . . . Recovery connotes to me a policy of reconstruction in which the social order will be amended to include the right of people to work and an assurance of benefits for the workers that are not based on the whims of the individual but are grounded in the fabric of social justice.

The distinctive feature of the Civil Works' plan developed last November was that it did not begin and end with relief. Its primary purpose was to give jobs to a sizeable proportion of idle workers, not because they had asked for help, but simply because they were unemployed. Their lack of independent purchasing power, not their individual distress, was to be the point of attack. This was a part of the recovery program, distinctly a logical development of "budgetary" inflation elsewhere exhibited through the operations of the RFC, PWA and AAA. It was part of the same philosophy that applied national credit to releasing impounded bank deposits, preventing foreclosures on homes, advancing crop loans, buying up surplus food products, easing the conditions under which subdivisions of government might undertake public construction, and furnishing solid nourishment to industry to offset too much liquidity on the part of the banks.

In spite of its initial popularity, it proved impossible to make the country understand the Civil Works' idea in this light. A relief measure it remained in the popular mind, to be criticized if it seemed to deny employment to persons in distress, and afford it to others not so needy. As a measure primarily to push money out into circulation, to make earned wages available for the purchase of goods, it did not register. The behavior of local relief administrations, with their ears close to the ground, makes this perfectly apparent. Work-relief bureaus transformed overnight into Civil Works administrations, rebelled at staffing their projects with persons whose need of relief had not been demonstrated. The NRS, prosecuting its duty as an employment agency by placing people on Civil Works according to ability rather than need, came in for much unmerited criticism both from the general public and from those candidates for jobs whom it was unable to place.

THE rush of state and local administrations to fill their quotas with relief clients before orders could get through to stop them, is entirely understandable; but it resulted from the start in largely negating the recovery aspects of the program and heavily underlining its relief aspects. It remains to be seen whether the Public Works' program, when it actually gets under way, will be similarly wrenched out of perspective by the urgency of public demand that it be handled as a relief measure.

Civil Works was not a failure. Within its limited sphere, it was a marvelous accomplishment, reflecting enduring credit on those who conceived and organized it. It may yet point the way, as I have elsewhere hazarded the opinion,[1] to a new concept of security for working people in America. Its official abandonment at this time may be due to many causes, not inherent in the plan itself (see An End to Civil Works by Rus-

[1] Civil Works and Beyond (Today, January 6, 1934).

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sell H. Kurtz, The Survey, February 1934) but its failure to gain popular acceptance and register more lasting results is in my opinion due to the restrictions laid about it from its inception. As a *recovery* measure, it was half-hearted. A figure running above the billion mark in place of millions would have afforded employment for practically all employable people who could not find regular jobs, and would have obviated the necessity for choice on a needs basis which kept the program so firmly attached to relief. It might even have operated to raise existing wage-scales in industry and agriculture to somewhere near a level of decent living.

SUCH extension of scope would, however, have been impossible under the Public Works' aegis. The emphasis was laid almost entirely upon public construction; Civil Works *Service* never employed more than 5 percent of the workers. Except through subsistence gardens and a few sewing-rooms, the program was never extended into the vast field of producing the consumption-goods which the unemployed need. In short, Civil Works broke down, not because it was too big and too expensive for the nation to stand, but because its scope was too narrow; and because the clear concept did not carry through that here was a most effective weapon in the war on depression. The lesson has not yet been learned. We still remain more concerned with balancing the budget, with protecting our undertaxed income taxpayers—and I speak as one of them—than we are with making the one leap bold and high enough to carry us over the barriers.

What remains at present of the recovery features of the 1933 relief plan? Before this reaches the reader's eye, Civil Works will, of course, have been decently interred. The Surplus Relief Corporation, adjunct and holdover, certainly had an inflationary aspect, which it will retain just so long as it takes off the market unwanted goods and distributes them *in addition to* goods otherwise bought and consumed. But if, as has been rumored about, food surpluses are to be introduced into the relief procedure as part of regular budgeted allowances to families, then they will no longer be surpluses as far as consumption goes; the SRC will cease to be an instrument in the recovery program, and become simply the large-scale purchaser and distributor of relief-in-kind.

No announcement has been made of any change in this direction; but some state administrations, obsessed with old ideas of spreading relief thin in a "scarcity economy," have sought to replace part of their regular food budgets by surplus commodities for which they do not have to pay out real money; and this tendency may spread unless checked. Meanwhile, lacking further appropriations from the AAA, the activities of the SRC seem to be temporarily slowed down.

Under the "three-point program" of relief for 1934, there has been some further elaboration of the plan in rural agricultural areas (Point 1). A Rural Rehabilitation Division has been set up, with Lawrence Westbrook of Texas as director. The statement of policy issued March 22 announces the end as of April 1, in towns of under 5000 and in regions defined as open country, of Civil Works and also of direct relief as heretofore carried on; and their replacement by a program of assisted self-sustenance. Present relief-rolls are to be closed, and those who are not able to maintain themselves unaided will be required to make a fresh application for interim relief, but only until they can be rendered self-supporting. This relief will be in rations, in exchange for which work must be done on local public projects. Advances of capital goods, livestock and so on must be similarly worked for, and only in exceptional circumstances are any cash wages to be paid. Work is to be valued at the prevailing wage-scale, but not less than thirty cents an hour. Hours per week are not to exceed twenty-four, except when capital goods are being worked out. Materials, supervision, transportation, and so on to prosecute the work program may be deducted from federal allotments. The "no-garden-no-relief" policy is to be strictly enforced. Responsibility is put upon state ERA's to devise suitable means of securing the use of land and/or dwellings for non-owning farmers, of procuring and distributing cows, chickens and pigs, and of providing work projects.

The policy here is frankly to face the fact that the share-crop system in large areas of the country has broken down, and to devise a plan to keep sizeable groups of people equally off the labor market and off relief. It cannot be called a "recovery program," since it provides for no cash wages to be applied to the purchase of even the barest necessities, so that whatever cash income the farmer has, he must secure by working on the highways, or for private employers. Indeed, it would seem to run counter to the pressure of the AAA exerted on larger landholders to restrict agricultural production. That it probably represents, for the majority of people to whom it will apply, an advance in standard of living over anything they have hitherto known, is a commentary on the extent to which "prosperity" was shared in America in the years when we had it. The problem remains of giving these farmers, new to self-management, the instruction and supervision necessary to win even sustenance from small holdings. The introduction of the work-for-relief plan into all rural regions is undoubtedly a recognition of the opposition of agricultural employers to labor wage-scales comparable to those in industry.

THE program proposed for depressed rural industrial areas (Point 2; removal of "stranded populations") has received no further elucidation. There are undoubtedly very serious problems here of integrating such wholesale movements of population with the purposefully limited and experimental undertakings of the Division of Subsistence Homesteads of the Department of the Interior, and with the Department of Agriculture's program of restriction in the use of marginal agricultural lands. Opposition of public authorities in the new areas to the colonization of potential dependents must also be reckoned with. The mutterings already to be heard about the creation of new "rural slum areas" indicate that this is the most dubious and potentially the least popular of the three-points program.

Coming now to the proposals for relief in urban industrial areas (Point 3), emphasis has again been laid elsewhere than on direct relief. The implications in the news releases to date seem to be that the federal government would like to be rid as speedily as possible of responsibility for the relief of any but the employable unemployed. The FERA studies of employability in the relief population; the experiment in Atlanta of separating the relief load into workers and non-workers, and placing back upon the established local agencies, public and private, the total care of the latter group, both seem to be straws pointing in this direction; as does also the emphasis on work relief as the preferable means for the government to extend its aid to city populations. Reading between the lines of the recent releases will bring scant comfort to the groups who had hoped for an assumption by the FERA, as a relief program, of the care of dependent mothers, the aged, the sick, and children in foster-homes. The signs appear to point now to no extension of federal subsidies in these directions, and even to scrutiny and limitation of the program in some cities where the entire load of home relief for employables and

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unemployables has been shifted from local to federal funds.

A Work Division to administer the new program for urban industrial areas has been created with Jacob Baker at the helm. How does this new program differ from Civil Works?

FIRST, the workers are no longer federal employes. State administrations are the ultimately responsible employers; there is to be no slackening in the pressure to secure state and local participation in financing the program, but even where the funds are 100 percent federal, they will go to the state ERA (or, under the amended Act, to whatever public body within the state the FER administrator may designate) and be expended as state funds. Workers will no longer be eligible for federal workmen's compensation, nor may any part of the funds granted by the federal government be used to pay premiums for compensation insurance. The state ERA's are adjured to provide such insurance from their own funds, but this is not mandatory, although the safety departments developed as part of CWA must be continued by the states.

SECOND, all assignments are to be made because of ascertained need of relief. Determination of eligibility for relief of professional, technical and skilled workers may be made in cooperation with professional and labor organizations, as was the case under Civil Works Service. Only one person in a family may be employed.

THIRD, there are important changes in the kind of work permitted. Uncompleted state Civil Works' projects may be transferred to the Works Division, but federal and emergency educational projects are to be continued till further notice as Civil Works. A classification of possible projects, with a tentative division of workers to be employed, has been issued by the new Division. It emphasizes first the need for preliminary planning, and advises that 3 percent of the workers, chosen from engineers, statisticians, economists, architects, industrial engineers and planners, and so on, be continuously employed in divising new projects. This lesson from the hasty beginnings of CWA has been well learned.

It is advised that another 30 percent be employed on a variety of public construction and improvement projects; that 15 percent, subject to extension, be employed in housing projects, and lesser percentages in the supplementation of public welfare, health, recreation and education, and in the arts and research. These are all activities familiar under Civil Works. A new and exceedingly interesting recommendation is, however, that 15 percent of the workers may well be used

in the production of goods for persons in need, such as clothing, food, household furnishings, and garden produce. Where it is advantageous, the Federal Surplus Relief Corporation will continue to be used to buy or exchange supplies and products. (This falls into two types of management: (a) Direct operation by Work Divisions, and (b) Cooperative and Self-Help Associations.)

It is news indeed when the government decides that work relief may be introduced into the purlieus of industry, and that the relief administrations, instead of handing out small subsidies at arm's length to cooperative self-help associations, may work elbow to elbow with them in the production of goods for use by the unemployed! The suggestion that the SRC may be used as a channel for the purchase of raw materials and the exchange and distribution of finished goods also opens up exciting possibilities.

FOURTH, wages while still paid in cash, are to be determined for each occupation in each locality by a wage board set up by the local administrator, on which labor, business, and the local ERA are to be equally represented. No wage shall be less than thirty cents an hour. The hours worked shall not exceed twenty-four a week, but time lost for "conditions beyond the control of the employe" may be made up. When working, the employe must receive not less than fifty hours in any one month, nor less than three days in any one week; but continuous employment the year round is to be avoided. Each person who fails to leave the Works Division rolls through obtaining regular employment can count on no more than six months' relief employment in the year. At the thirty-cent minimum, his annual earned income from this source would thus range between $97 and $187, depending on his estimated budgetary needs while working. These wages may be supplemented by direct relief during the working period, and it is expressly stated that when laid off for any cause, and unable to find regular work, the employe shall be eligible for direct relief.

The "cut-over" from Civil Works to Work Division has naturally provoked much bitterness among Civil Works employes. Methods of notifying them of the impending change varied. In New York City, for instance, each worker was presented with the form of application for relief accompanied by affidavit which is used in the Home Relief Bureau, and told that if he wanted to be continued on work, he must fill it out. Serious protests ensued from those who received their assignment through the NRS, and had never been investigated, nor considered themselves on relief. The instructions to project directors in Chicago, on the other hand, were to notify all workers that Civil Works would terminate on April 30; to direct those who had been transferred from the relief department to go back there for reassignment to relief work; and to inform other CW employes who inquired how they could qualify, that it would be necessary for them to make application for relief at the proper office before this could be determined. It would seem that the latter method must have served better to conserve the workers' self-respect and preserve the distinction in their minds between the two programs.

As this goes to press, Congress has passed, over the President's veto, a bill authorizing the payment of an excess $228 million to veterans and office-holders. This is budgetary inflation with a vengeance! President Roosevelt has already served notice on the country that this sum can only be taken out of relief funds. Does this mean FERA's $950 million? There will be but $600 million of that left on April 1. Does it mean the larger "emergency appropriation" of $7½ billions which the President asked for to cover all excess expenditures during the next fiscal year? Most of that sum has already been allocated to various emergency programs, including that of FERA. But in the same issue of the newspapers which gave news of the veterans' bill, was another release from the President announcing a large-scale program of loans for housing and home renovation, totaling over a billion dollars. Presumably this will raise the total amount of employment, but will not affect the number of relief jobs available.

The one hopeful feature in this chaotic situation is that the national debt has increased less rapidly than was anticipated in the President's message to Congress, and that tax receipts have been higher. Somehow, the money will doubtless be forthcoming to carry on the relief program on its present reduced basis for the spring and summer. This may tide things over, whatever suffering and disillusionment it involves. It is not, however, an answer to the need for affirmative planning now in anticipation of what we shall be facing next fall and winter. Till they know what is in prospect every month will deepen the anxiety of those who are close in to relief situations throughout the country.

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National Conference Plans

By GERTRUDE SPRINGER

NO defeatism clouds the prospect of the annual meeting of the National Conference of Social Work in Kansas City, May 20–26. The doubts and uncertainties that befogged advance preparations for last year's gathering were so effectively dispelled by the events of that memorable week in Detroit that they have never since raised their abashed heads. Consequently preparations have gone forward without backing or filling for a meeting at which, unless all signs fail, considerable conference history will be made.

First and foremost is a new arrangement of the program which has appreciably reduced the number of meetings at any given hour, and which makes it almost possible for indefatigable delegates to achieve their conference ambition to be two places at once. With federal relief, the road it has traveled and the road it may take, in the forefront of everyone's concern, the program committee decided this year to take that whole subject out of the divisional programs and to make it its own in a series of morning meetings, broken into sections, which would in effect become appraisals of the whole federal program as it reaches down to people and communities and touches special problems.

The stage for these morning meetings will be set by the program of the opening night, May 20, when the president, William Hodson of New York, will talk about The Social Worker in the New Deal, followed by a discussion of the Federal Relief Administration by C. M. Bookman of Cincinnati, recently assistant to Harry L. Hopkins. Against this backdrop will come the morning sectional meetings, fifteen in the course of the week, evaluating not only the whole relief system but reaching into the region of social security through social control.

At the general sessions of the conference, last-word arrangements for which are still hanging fire as this is written, broader aspects of the social scene will be presented, Taxation and Its Relation to Social Work, for instance, and Population Trends and Social Work, this latter discussed by Warren S. Thompson of the Scripps Foundation for Research in Population Problems. Rexford Tugwell, assistant secretary of agriculture and brain-truster extraordinary, is a promised speaker as is also Rt. Rev. Msgr. Robert F. Keegan of New York, whose subject at the luncheon on the final day is Social Work Marches On.

Directly focused on the current panorama are the programs of the divisions, their meetings held to single morning periods. Here the play of the times on the traditional structure of social-work organization is reflected in new problems and new community relationships in child-care, delinquency, health, industry and so on. The same sense of the current scene is evident in the program planning of the associate groups, less concerned than usual, it seems, with their own specializations and techniques and more with their participation in the whole social drama.

The highspot of the Conference's lighter side—and there is, they say, to be a lighter side this year—will be the dinner on the night of May 23 planned to honor social workers in government service. Harry L. Hopkins of the FERA, speaker and particular star, introduced by President Hodson, who is commissioner of public welfare in New York City, will be flanked at the out-size speakers' table by workers in the public service from federal departments and from each of the forty-eight states as well as by past-presidents and other conference luminaries. Dinner will be followed by a reception to Mr. Hodson and by dancing.

There will happily be less mass eating at this conference than usual. The conference has discouraged luncheons except on Wednesday, May 23, when the afternoon is clear of meetings, and dinners except on Thursday May 24, when the only post-prandial event will be After Hours, the annual show of the Social Work Publicity Council.

Arrangements in Kansas City promise an easy conference, thanks to the efforts of C. Whit Pfeiffer, secretary of the local committee, and of the good luck which put the chief hotels within a block or two of Ararat Temple where headquarters and the usual consultation services and exhibits will be maintained and where the general sessions and many of the lesser meetings will be held. The hotel ballrooms will take care of the rest.

THE comment made last year at Detroit that the day of the divisional organization of the conference was past and that a simplification of the program was due—yes, overdue—turned out to be a prophecy. This year's arrangement is a sharp break with precedent, but complete overhauling of the old order is just ahead. At Kansas City the executive committee will propose constitutional amendments which would abolish the divisions as a basis for the program and establish instead four sections: Social Case Work, Social Group Work, Community Organization, Social Action, this last defined as mobilization of public opinion, legislation and public administration. These sections, while continuous, would be subject to reconsideration at intervals of not less than five years. They would have their own chairmen and committees responsible for their program just as in the present procedure. In addition to the sections there would be, within them, special topic committees authorized by the program committee with their term of existence and the extent of their participation in the conference program under its control. Such a plan would, it is believed, give the program the elasticity it must have while at the same time giving it greater unity and more definite direction than at present. That it would reduce the number of meetings with their overlapping subject matter and their competition for speakers' time and attendance, is evident. And that, as any conference habitué will surely agree, is a consummation devoutly to be desired.

To meet the growing feeling that conference meetings are too top-heavy with set speeches and papers to permit free discussion, the committee suggests a break in the routine every four years with a meeting of three or four weeks' duration, held on a college campus providing dormitory, dining-hall and recreation facilities, with a program of roundtables, and specialized discussion and study groups. This follows the general plan of the successful regional institutes of the Association of Community Chests and Councils. How well it would work with the larger, more heterogeneous conference membership can only be determined by experiment. This, the committee suggests, might well be made in 1937.

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The New Deal and the Immigrant

By READ LEWIS
Director, Foreign Language Information Service

WITHIN the past year a new and vital spirit has come into our Immigration and Naturalization Service. The law has been as strictly enforced as ever, our borders are as effectively protected as before, but there has been a new willingness to temper justice with mercy, to administer the law with regard to the humanities.

The report of the Ellis Island Committee, made public this past month, is a double confirmation of this change. The very fact that last June Secretary of Labor Perkins invited some fifty men and women living in and near New York "to inquire impartially into conditions at Ellis Island and the welfare of immigrants generally and to make recommendations for the guidance of the Department" is quite as significant as the temper of the report they have made. Its eighty recommendations deal not only with conditions and procedure at Ellis Island but also with more general problems, including conditions of admission, re-entry permits, deportation, certificates of registry, exploitation of aliens, education and assimilation, and naturalization. A comprehensive discussion of policy and practice, the report and its recommendations evidence broad human sympathies along with a desire to protect the fundamental interests of the country.

According to the Committee, "our immigration laws have met the challenge of the depression. They have permitted the most drastic reduction in immigration and yet have retained a flexibility adapted to changing conditions." The Committee sees no reason for substantial amendment. It believes the present policy of restriction should be continued.

> The vigorous enforcement of our immigration laws will not only protect the best interests of the United States but in most cases serve the welfare of the would-be immigrant. It is unthinkable that with millions still unemployed, we should open our doors to aliens who would be leaving a refuge in their own country to seek work here.

The Committee points out, however, that the economic factor is not the only one to be considered and urges more generous provision, within the framework of our present restrictive laws, for two groups of aliens. One of these are separated families—the wives, husbands, minor children and elderly parents of American citizens or resident aliens. "The problem of separated families has been an evil ever since the first quota law was passed in 1921. We believe the time has come to end it." The second group are political and religious refugees. Asylum for those who flee from persecution, the Committee points out, has been one of the oldest and most valued of our traditions. It urges that the United States should continue to make room for its share of those who are refugees from such persecution.

A reconsideration of our whole deportation policy is needed. On the one hand, the Committee urges that the alien law breaker should be prosecuted with the utmost vigor and that every resource should be used to keep out illegal entrants. On the other, it believes it unjust to deport the alien who has lived here since childhood and is consequently a product of American conditions. Our deportation laws should also, in the opinion of the Committee, take into account family responsibilities and the anti-social effect of deporting the breadwinner and leaving his family to become public charges. In such cases—and others involving extraordinary hardship—the secretary of labor should have discretion not to deport. The Committee believes that the doctrine of "last entry" should be scrapped and that a five-year statute of limitations should be reestablished as to deportation for illegal entry, provided the alien is otherwise a person of good moral character.

One of the most important recommendations on deportation made by the Wickersham Commission has been reaffirmed. As both groups point out, the same official has frequently served as investigator, prosecutor and judge in some stage of the deportation process. While it is true that the decision or recommendation of this local official is later reviewed in Washington, this review has been based on facts developed and a record prepared by such local officials. Characterizing this situation as "intolerable," the Committee urges a division of authority as an essential safeguard to justice, and recommends that hearings in deportation cases be held before quasi-judicial officials who shall render their decisions quite independently of the views and policies of superiors.

AMONG the most important of the Committee's recommendations are those touching the assimilation of our foreign-born population.

> When we admit an alien for permanent residence, we are accepting him, provisionally at least, as a member of our American society. . . . Tolerance and equal opportunity must be the foundations of genuine assimilation and national unity.

In line with these principles, the Committee deplores discrimination in employment.

> Many people feel very naturally that where there are two applicants and only one job, preference should be given to the citizen. The difficulty is that there are other factors which need to be considered. Quite aside from the question of competency, the citizen may be a single man; the alien may have a wife and children dependent on him. His children, further, may be native-born. In discriminating against their father, we are discriminating against American citizens, and those least able to protect themselves. . . . In all such questions, difficult though they are, human need as well as citizenship should be taken into account.

In order to encourage citizenship, the Committee believes naturalization fees (increased from five to twenty dollars on the threshold of the depression) should be reduced by at least half. The anomalous situation by which an alien allowed to remain here indefinitely, is not permitted to become a citizen, should be corrected by allowing all aliens, not subject to deportation and of good moral character, to regularize their status, even though in the beginning they may have entered the country illegally. The question in our naturalization forms which has sent three cases to the United States Supreme Court, "If necessary, are you willing to take up arms in defence of this country?", should be changed, in the Committee's judgment, to "Do you understand that in becoming naturalized you assume the same obligations as a native-born citizen to support and defend the Constitution of the United States?"

The education and assimilation of our foreign-born population (which in 1930 was the largest in the history of the

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country), is still, the Committee believes, one of the most important of our national problems. It points out:

> It is surprising that in a country which since 1820 has admitted more than 37 million immigrants, there has never been in the federal government some bureau concerned with the adjustment of the alien in the years between his admission and naturalization.

Such a bureau is recommended as a part of our Immigration and Naturalization Service. It should "disseminate information which will encourage citizenship, assist in the enforcement of our immigration laws and aid the alien in his adjustment to American life," "co-operate with educational authorities to promote more adequate educational opportunities," and seek "to bring about better understanding between the different elements in our population."

No brief review can do justice to the wealth of material and suggestion which within the limits of its 150-page report the Ellis Island Committee has brought together. A number of the Committee's recommendations are already on the way to being realized. Most of the others, it is to be hoped, will be translated as rapidly as possible into law or definite administrative regulations.

The Juvenile Court Challenged

By CHARLES L. CHUTE
Executive Director, National Probation Association

THAT the searchlight of research has today been turned upon the juvenile court and that it has been found wanting in achieving some of the things that its over-optimistic partisans have claimed for it, is wholly to be expected. Everything is challenged today. The efficacy of many of our most cherished institutions has been called in question, some of them with a far longer period of development and much greater opportunity to succeed than that comparatively new, undeveloped and much hampered experiment known as the juvenile court.

The question is asked: has the juvenile court failed? Certainly no one really familiar with the work of the as yet comparatively few courts which have adequate legal powers, equipment and trained personnel can doubt that in many cases they succeed in accomplishing the purposes for which they were established. At any rate, none can doubt that they obtain far better results than the archaic methods of handling delinquent children which preceded them. The records of these courts have indicated that a large majority of children succeed in avoiding serious delinquency during the period of probation treatment and many seem to reach satisfactory adjustments, depending always on the skill and personality of the probation officers.

Now for the first time we have reliable information on the outcome of treatment by one court and its cooperating agencies some years after discharge. The valuable and authentic study of approximately one thousand cases in the Boston Juvenile Court has thrown much light on the problem and though but recently published is receiving nation-wide attention.[1]

It is unfortunate, if this study is to be taken as an appraisal of the work of this court as it already has been by several commentators,[2] that all the cases dealt with by the court during a given period, and that a more recent one, could not have been studied. Only the cases referred by the court to the Judge Baker Foundation, which serves as the court clinic, during the years from 1917 to 1922, inclusive, were selected for study. Less than half of the cases which came before the court during this period were followed, and these were the more difficult ones. The emphasis that has been placed on the percentage of failure in these selected cases, when used as a measure of the success or failure of the court as a whole, or of juvenile courts in general, is unfair. Then too, we should analyze what is meant by failure.

That these cases were the more difficult ones dealt with by the Boston court and a much more difficult group than the average run of delinquent, neglected or dependent children coming before most juvenile courts is clearly shown by the following facts from the study: 938, or 95 percent of the boys concerning whom information was obtained, had a record of serious misbehavior prior to the arrest which brought them before the court; 635 boys, or 63.6 percent of the thousand cases, had been previously arrested, some of them three or four times. Over half had been before the Boston Juvenile Court one or more times for offenses committed before their appearance during the period in question. The remainder had been dealt with by other courts of juvenile jurisdiction in the city of Boston. A large number were referred to the clinic because of physical or mental handicaps; 75 percent had developed markedly harmful habits; 79.8 percent of the fathers were foreign-born; 48 percent of these boys were from "broken" homes; 70 percent came from homes with low moral standards; and 86.7 percent of the families contained members other than the juvenile delinquent himself who were delinquent or criminal.

IT may be pointed out that the Boston Juvenile Court has jurisdiction only in the central district of the city. A large proportion of the children came from crowded tenement districts. The group of cases in question were dealt with during the war and post-war period, a difficult time for home adjustments. More important is the fact, not sufficiently brought out in the report, that the group of cases in question were dealt with during the period when Judge Cabot was new in the work of the court. He was appointed, fresh from the bar, in 1916. The clinic also had just been established. In those years there had not been worked out the best cooperative arrangements between the two, and the working staffs of both the court and clinic were less adequate than they have since become.

Many of the defects in the court and clinic in Boston, which in part explain the disappointing results with these cases, are clearly brought out by the Glueck study. The following facts, however, have not been sufficiently stressed:

The Boston court, according to the Gluecks, lacks a "clean-cut, systematic, succinct juvenile-delinquency code, based on

[1] ONE THOUSAND JUVENILE DELINQUENTS, *by Sheldon Glueck and Eleanor T. Glueck, introduction by Felix Frankfurter, comprising Vol. I of the Harvard Law School Survey of Crime and Criminal Justice in Boston. Harvard University Press, 350 pp. Price. $3.50 postpaid of The Survey.*

[2] *See* ONE THOUSAND DELINQUENT BOYS, *by Dr. Richard C. Cabot in the Survey Midmonthly, February 1934, p. 38, and* A NEW METHOD NEEDED FOR JUVENILE REFORM, *the Literary Digest of March 10, 1934, p. 19.*

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clearly enunciated and consistent principles." Among the present handicaps due to the law is the fact that appeals are permitted and freely taken from the judgment of the Juvenile Court to the Superior Court. The court has no power to commit children directly to schools for the feebleminded. Conflicts of jurisdiction occur with the "juvenile sessions" of outlying district courts which could be removed by the establishment of a central juvenile court with its own clinic to serve all the territory embraced in Greater Boston. The court, at the time of the study, lacked authority over recalcitrant parents and failed to exercise the power it had in this respect. The court has no detention home of its own and must depend on private agencies to furnish boarding-homes for children under observation, pending the disposition of their cases. Children have often been held in police lockups or jails.

In all juvenile courts the social investigation and the major part of the treatment must depend upon the adequacy of the probation staff. The Boston court has never fought for nor obtained an adequate staff. There was at the time of the study and still are only three probation officers to handle boys. Each officer has carried a case load of about one hundred cases and in addition has many other duties to perform. Without thorough investigation no court can decide on the right treatment in serious cases, and without intensive probation case work, impossible with such case loads, continued over a long enough period, effective results cannot be expected. Subsequent to the handling of the cases dealt with in this study, the Boston court secured the services of a very able man probation officer and developed volunteer cooperation which has considerably improved the probation work, but it is still inadequate.

IN reviews and comments on this study much has been made of the fact that 88.2 percent of the 923 cases whose careers were followed for five years, following their treatment by the court, had later been arrested one or more times. This is said to indicate a complete failure of treatment, but may not this be due to too theoretical and rigid a test? It should be noted that some of these boys were arrested but not convicted. The actual figures show that 568 of the 923 cases, or 61.5 percent, were convicted of serious offenses during the five-year post-treatment period and that 167 other boys, or 18.1 percent, were convicted only of minor offenses. Of all the youths convicted during this period 32.5 percent were convicted only once, according to the Glueck study. While the greater number of offenses for which arrests were made consisted of larceny and burglary (50 percent), there were included also 241, or 11.7 percent, arrests for the crime of drunkenness, and 152, or 7.4 percent, for automobile violations. One or more subsequent arrests or convictions is not a sufficient criterion to test the work of the court and clinic. I quote from the book itself:

> The precise degree of effectiveness of a clinic and court cannot be determined by the post-treatment recidivism alone. There are many other variables involved in the treatment process and these cannot be measured. It is conceivable that in many cases the clinic and court improved the attitudes or affected the behavior of their young charges without such effect being reflected in the sought-for result of reformation.

At another point the report says:

> A physician who makes a thoroughgoing diagnosis and carries out an intelligent program of treatment is not judged exclusively by the percentage of his patients who fail to recover.

It might be added that a considerable degree of reformation in the long run might have been effected in spite of the arrest of a boy for a minor offense or even his conviction several years after for a serious offense. It should be said too, in judging the juvenile court, that apart from its poor showing with these chronic repeaters, the staff of the court is all the time doing a great amount of preventive community work, consoling and aiding distressed parents, contacting children not yet openly delinquent. If there were twice as many probation officers as at present and all qualified, they could be doing far more of this protective community work.

THE findings of this momentous report are in general fairly presented. The criticisms and recommendations are thoroughly constructive and will not only aid the situation in Boston but should stimulate juvenile courts all over the country to examine their end results and improve their services, especially in the direction of more intensive probation treatment and more practical utilization of clinics.

I cannot discover that the report uses anywhere the word "failure" as applied to the juvenile court. The conclusion of the report is not after all that the juvenile-court procedure as such has failed and must be abolished. On the contrary, the report in its recommendations says: "Despite the disappointingly small number of successful outcomes of cases as measured by delinquency, the path of progress does not seem to lie in the direction of abandonment of juvenile clinics and courts," and then proceeds to outline a program of practical improvements, which include the following:

1. An improved juvenile-court law, with greater powers and wider jurisdiction to the court.
2. Greater integration between the work of the judge, the probation officers and the clinic, with the suggestion that the clinic should be incorporated into the court and assist in treatment.
3. A more adequate and better trained probation staff.

No one agency, however, no matter how efficient or well equipped, can succeed in the permanent adjustment of many of the more difficult problems of maladjusted children and families until the other agencies, on whose cooperation it must depend, become more competent and more scientific, and the fact remains that all social agencies dealing with delinquent and neglected children must often fail to achieve their high ideals while their charges remain in or return to bad social situations that made them what they are and that will unmake any temporary reform accomplished.

It is brought out in the report, but it cannot be too often repeated, that the responsibility for the continued delinquency of these boys, as well as the conditions which lay back of their original and subsequent conflicts with law and authority, is not the responsibility of the juvenile court primarily but is usually the result of family neglect, grinding poverty and the lack of recreation and wholesome surroundings. These are the responsibility of society, of all of us. Many social agencies besides the court have worked with these boys and their families and have failed. The making of delinquents will go on and courts and social agencies will gather data, sometimes they will prevent delinquency and make good adjustments, but the results of their work will be temporary and unsatisfactory, as in many of these cases, until an environment is guaranteed to every child in which he can grow and make good, or in which he shall at least have a fair chance to do so. We shall find that a greater investment of skill and resources than we have even begun to make, for earlier preventive work with delinquents and for the removal of preventable causes of delinquency, must be made and will pay dividends a hundredfold.

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Clients Under the Codes

By BEULAH AMIDON

What can relief workers do when:

The Angelicas have to have a food order to supplement a wage below the code minimum?

The Schmidts must go on relief because an employer "fires" skilled workers to take on "learners" at less pay?

Mr. Blumberg is in danger of being let out because he is organizing for the union?

THE Blue Eagle, Miss Bailey realized, had become as omnipresent in her office as the raven "on the pallid bust of Pallas." And she was increasingly uncertain as to whether he came as a dove of peace or a brooding bird of ill omen.

Staff meeting the afternoon before had sorely tried her faith in the New Deal. That nice, clear-headed new worker had reported the plight of the Angelicas, with Mr. Angelica's temporary job already petered out, and the sole income for a family of nine once more the $8.50 a week Mrs. Angelica earned "charring" for a movie theater. "We ought to be able to do something besides renew the food order," Miss Anderson submitted. "Mrs. Angelica works six hours a day every day but Sunday and two nights she works three hours extra. That's 42 hours a week. Under the code, the minimum is $13 for a 40-hour week, or 35 cents by the hour, with time-and-a-half for overtime. She knows that, but she doesn't dare say anything for fear of being fired. 'Any time they want, they get somebody for my job,' she says, and of course it's the truth."

Another investigator was sorely troubled about Mr. Schmidt, a cabinet-maker who had been called back by his former employer at $35 a week. This was $10 less than he had formerly received, but he had accepted it joyfully and returned to his bench "a new man" after more than a year of odd jobs and anxiety. "But he came to see me today," Miss Martin reported, "to tell me that now the firm had gone under a code, all the skilled men have been laid off and less experienced men hired at $15 a week. That's the code minimum. Mr. Schmidt was told that he might be needed sometimes to put on 'the finer touches,' but it will be only a few days' work now and then. He is so bitter and discouraged I'm afraid he'll crack up." Surely, Miss Bailey meditated, that was not the way the codes were intended to function. But what could Mr. Schmidt or the Association do about it?

And now this morning, in the precious half hour before the day's work descended full weight, Miss Bailey's concentration on her monthly report had been shattered by Mrs. Blumberg, half hysterical, shouting over the telephone, "Miss, you gotta do something with Irving! Two weeks only he's been back at work and he ain't gonna last through the week if he don't quit acting the damn fool. It's the union. The union is after him to organize his shop. The boss ain't gonna stand for that. Open-shop he's been and open-shop he'll stay. But Irving he don't think of me and the kids and the rent. No, he's gotta save the world. The boss is goin' to fire him the minute he finds him out. Then we're back on the charity. You gotta do something with him—"

Miss Bailey attempted a calm word, but no word of hers could stem that tide of panic.

"The NRA gives the right to organize? Oh, yeah? Irving says so, too. So did my brother-in-law over to Feinman's. And how long did he last when the boss finds out he's organizing for the union? Just long enough for the boss to say, 'You're fired!' I'll send Irving to you the minute he gets home. You wait there, Miss, and you throw a good scare into him—"

Miss Bailey sighed as Mrs. Blumberg slammed down her receiver. It was the terror edging the client's voice that disturbed her and her own sense of puzzled helplessness. With sudden decision she reached for the telephone and called the local NRA headquarters.

"Miss Bailey of the Welfare? Yes, indeed, Miss Bailey, what can we do for you? Some of your clients in difficulty under the codes? Just a moment—I'm going to switch your call to the Labor Board, which also has offices here."

And then a clear, business-like voice:

"Miss Bailey? This is the vice-chairman of the Regional Labor Board. Could you come down and talk things over? Two o'clock? Fine!"

"I declare, I believe I know now how strange and uncertain a new client feels," Miss Bailey thought to herself, as she made her way through the somewhat motley crowd of employers, employes and "the public" thronging the waiting-room of the NRA. The vice-chairman of the Regional Labor Board, formerly a university professor of psychology and then a successful personnel director, took over the interview.

"Do you know our set-up, Miss Bailey? You have probably brought some cases to discuss. But would a blueprint of the machinery help?"

MISS BAILEY agreed that it would. And to herself she thought, "I really am like a client! Half the time they're all of a dither just because they don't know how our wheels go round."

"The task of enforcing the codes is divided among three agencies," the vice-chairman was explaining. "The code authority handles all complaints as to fair practice within the industry—price undercutting, misleading advertising, and so on. The Compliance Board is responsible for standards of hours and wages. There is a national compliance director; under him a compliance director in each state, with local boards in most industrial communities. The Regional Labor Boards—there are 19 of them—function under the National Labor Board in strike situations and to protect the right of workers to organize. The code authorities and the Compliance Boards are part of the National Recovery Administration. The National Labor Board and its subsidiaries are independent of NRA, but of course closely related to it. Now where do your lines cross ours? Let's have specific cases."

Miss Bailey submitted Mrs. Angelica and her sub-standard wage.

"That belongs to the Compliance Board," said the vice-chairman. "The employer should be reported at once. In the-

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ory, the name of the individual making the complaint is not divulged by the board to the employer. In practice, I regret to state, this confidence is sometimes violated. In some communities, code compliance has been pretty much turned over to local Chambers of Commerce. There the procedure may be something like this. Minnie Jones writes to the Compliance Board to say that the X Company is paying her $10 a week while the minimum for the industry is $14. The director telephones the plant manager, with whom he played golf the day before. 'Hello, Ted,' he says, 'I've got a complaint against you.' 'That so? Who's making it?' 'Minnie Jones says you're paying her under the minimum.' 'She does, does she? Well, I'll look after Minnie. Thanks, Joe.' If Minnie belongs to an organized trade, her union will help fight her battle. But only a small percentage of American workers are union members, and obviously the unorganized need help in carrying such a complaint as Mrs. Angelica's to the Compliance Board. The procedure then would be for the Compliance Board to inspect factory payrolls and time cards, to see that the wages of all X Company employes, including Minnie Jones, are brought up to standard.

"While I am very frank with you about the chief weaknesses of the set-up, I take it for granted that you realize that in scores of communities the Compliance Board is doing a first-rate job, protecting employes and pushing through on all complaints. Now, what next?"

MISS BAILEY stated Mr. Schmidt's case.

"That violation, or any other of the same general type, also goes to the Compliance Board as 'a subterfuge to evade the letter and spirit of the Recovery Act.' The purpose of NRA, as you know, is to increase employment and purchasing-power. Obviously, Mr. Schmidt's employer is doing neither, though he's signed his code and flies the Blue Eagle. What else?"

Miss Bailey reported Mr. Blumberg's efforts to organize his shop, and Mrs. Blumberg's fear that they would cost him his job.

"That comes right to this desk, Miss Bailey. The National Labor Board, directly or through regional boards, has already secured the reinstatement of more than eight thousand employes discharged for exercising their right to organize. Either threat of dismissal or actual dismissal for union activities should be reported at once to the Regional Labor Board. The matter will be handled by correspondence if possible, but a field agent will be sent if the situation requires it. It goes without saying that regional labor boards, like compliance boards, are not uniformly effective. If there is undue delay in taking back a dismissed employe, he or the welfare agency would do well to send a summary of facts to the National Labor Board in Washington. The Washington office will prod its local representatives or, if necessary, the matter will be handled direct from headquarters. Can't you get Mrs. Blumberg's brother-in-law to report his dismissal? He owes that to his fellow-workers and to the recovery program as well as to himself. And be sure you send Mr. Blumberg to me if he is threatened or actually fired.

"In general, Miss Bailey, I should say that these are not matters for the home visitor to try to handle. Her part is to be on the alert for such cases, to get an accurate story and to turn over the facts to her supervisor. The story itself must be verified. Further, the supervisor needs the advice and the backing of her board or of her responsible committee in meeting these situations. The wise and vigorous handling of such complaints as you've outlined goes far beyond your clients' immediate welfare—it's the surest way to strengthen the codes. But there's no rule. We can't untangle any of these snarls by formula. New factors—and personalities—are involved every time."

"Would it be helpful," Miss Bailey suggested, "to have a small committee within our organization to deal with such cases?"

"Splendid! That committee ought to be constantly in touch with the local NRA agencies and also with leading employers. And you and your associates must not forget that the whole Recovery Program is experimental. Personnel and procedure are on trial and constantly changing in the light of experience.

"Sometimes the association may want to deal directly with the employer rather than through one of the new agencies. Perhaps judicious pressure can be applied by a member of the relief agency's board of directors. Often the fact that the welfare organization is active in the case will bring home to the employer the fact that code complaints do not mean that 'the government is fussing again,' but that the Reemployment Agreement and the codes are backed by informed public opinion. Now and then the cooperation of the newspapers will be needed. In some instances, the mere suggestion of 'giving the story to the press' is enough.

"And always remember that the case of an employe discharged after making a code complaint should be carried at once to the state compliance director and, failing action there, straight to Washington."

"Now let me be sure I have this straight," said Miss Bailey. "When a home visitor is told a story of code violation, you advise that she turn over the facts to her supervisor, who, we agree, should refer them at once to a special committee. The committee will verify the story and take action. If the complaint involves hours, wages, or 'subterfuge to evade,' the NRA agency to go to is the state compliance director or the local Compliance Board. If it involves union membership or organization, it goes to the Regional Labor Board. If nothing happens, the case should be referred to the National Labor Board or the national compliance director at NRA headquarters in Washington. And their own common sense must tell the supervisor and the committee how best to work with these agencies, when to appeal direct to the employer, when to try to exert personal pressure, and when to air the situation through the newspapers."

"Right, Miss Bailey—and the greatest of these is common sense!"

THE New Deal has brought new situations into relief work and has created new machinery with which relief workers must be familiar in the interest of their clients. Bona fide situations arising in a relief office are the basis of this discussion by an official of a Regional Labor Board. This is the fourteenth of a series of Survey articles, the first eight of which are available in the pamphlet, Miss Bailey Says . . . (30 cents postpaid from The Survey.) Articles to come, When Families Are Set in Their Ways; and Nerves.

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How Wichita Unsnarled Relief

By ROBERT O. LOOSLEY

Recently Executive Secretary Community Chest, Wichita, Kansas

I AM touching wood as I say it, but after a fair trial it really looks as though Wichita had found the formula for Cooperation—note that capital C—among relief agencies. It isn't Utopia yet, but it is a big improvement on the old go-it-alone days. What is more, our formula, we happily discovered, met in general the requirement of the FERA for public-agency responsibility for public funds, so that we have had little or no painful grinding into new gears.

Our progress toward cooperation was slow and sometimes crab-wise. The depression caught us with the usual relief set-up of a young mid-western city—a county poor-commissioner, a family-welfare society, a free milk and ice fund, the Red Cross, the Salvation Army and so on. On the whole we were bountifully supplied with such agencies. Relationships between them were not always happy and standards of work, when there were any, differed widely. During the first year there was trouble. One group was all for a big soup-kitchen as economical and humane, another figured that the best way to hold down relief was to be as gruff and penurious as possible. The case-work agencies plodded doggedly along and everyone competed for public approval.

One winter of near-anarchy was enough for everybody and gradually the Community Chest and its committees gathered backing for their determination that any emergency measures should be undertaken as a unit and not as independent agency projects. So a work-relief program was launched under the wing of a committee of five representatives of the chest and of civic and governmental agencies. Guided by the experience of other communities this program was a success and gave the community a lesson in coordination which it did not forget. When federal funds came into the picture through the RFC this committee with more members and an expanded program carried on as the County Relief Committee.

But centralizing the emergency program was not enough. Too many families on work relief were also receiving direct relief, often without regard to work-relief income. The system was too complicated for even the case worker to understand, let alone the bewildered client and average citizen. Groceries came from the county, rent from the Family Welfare Association, and milk from the milk fund. Clothing for school children came from the county, for pre-school children and adults from the Family Society. Work was assigned from one office, utility bills were paid from another,—until the Chest office became a sort of Travelers Aid for those who didn't know where to go next.

That's where the Central Application Bureau came in. First to eliminate duplication of effort and relief, to provide one central point to which those in need of aid could apply, to provide a competent and adequate staff for first interviews. It began as a clearing-house governed by a committee with representation from each of the cooperating agencies. But that is not where it ended. The county with a case load of twelve hundred was spending some $100,000 a year without any other staff than the poor commissioner and a clerk. No federal funds could be used for administration. If the relief fund was to be spent effectively the Chest would have to foot the administrative bill.

And this is what happened. B. E. George, the commissioner of the poor, was made director of the Central Application Bureau. It doesn't sound ideal to those who haven't met the commissioner, but it could scarcely be better. Esther Twente, secretary of the Family Society in Kansas City, Kansas, came to us as case supervisor. Workers were begged, borrowed, and hired until in the course of two weeks we had doubled the available case-work staff.

The first job for these case workers was to straighten out the mess the county was in,—and how the bewildered and harassed county commissioners welcomed them! They were paid from Chest funds and worked on county cases. Then as this situation straightened out they gradually took over the three thousand cases of the County Relief Committee. They became the joint staff of the County Department, the County Committee, and the Central Application Bureau, but by this time the number of case workers had almost doubled again.

In the meantime the Family Welfare Association was wondering how it could best fit into the picture. Obviously the relief function had been taken over by public funds. In spite of the fact that it was spending three times as much money in 1933 as in 1923, the Association's proportion of total relief was only 5 percent, as against 62 percent ten years ago. In addition to federal funds, the county's poor fund levy had been tripled by the last session of the legislature. With the development of a competent staff for the public agency, the administration of relief as the Family Welfare Association had known it before was no longer necessary.

AT this point Stockton Raymond, then of the Family Welfare Association of America, came by invitation of the local FWA to make us a visit and to lend a hand in planning. Already the staff of the Central Application Bureau was feeling the need of more specialized service with many of their families, and Mr. Raymond had no difficulty in convincing the Association that its most important service to the program was not to be rendered in general relief administration, but in the special family services that a public-relief office cannot, at least at this stage, provide.

Here is the way that it worked out. The commissioner of the poor is the director of the Central Application Bureau, and of relief from state and federal funds. That ties in the executive direction of three important agencies. Miss Twente is case supervisor of the Central Application Bureau, and of the County Relief Committee, and also assistant commissioner of the poor, and assistant secretary of the Family Welfare Association. That ties in the case-work direction of all four agencies. The four agencies work as one. Federal, state and county funds go as far as they can. Chest money fits in where legal limitations and lack of resources threaten disruption. The staff is mobile. The case supervisor adjusts the staffs to make the best combination

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regardless of which agency pays them. Those with executive case-work skill and those with leadership ability find their level of best performance. When one staff has an emergency overload, all available workers are rushed to help out, including stenographers to take the records. When the Red Cross people got in a jam at one stage, a case worker was assigned to their office to see them through. Volunteers are assigned to the children's and health agencies, public and private, to help out, observe and learn.

Not so long ago case workers from the different agencies were rivals. Private agencies looked upon public officials with scorn which was returned with indifference. But now the most reticent have been drawn into the fellowship of a professional group doing the best it can with the machinery available, and every one willing to learn. Miss Twente has divided the staff into three groups for study purposes: intensive case work, including personality adjustment; relief administration, with methods, standards and effects of relief giving; and community resources. The whole staff meets once a week to learn more about each others' jobs and to hear executives from other agencies.

If you were to ask, "Who put it over," the answer would be "Everybody." The Chest was there with a detailed plan when the break came. The break came when everybody was tired of trying their own schemes while matters gradually became worse. The county commissioners were glad to share their responsibility; the Chamber of Commerce to lend its prestige and influence for the sake of developing an efficient administration of tax funds. The County Relief Committee was looking for help, the State Committee wanted centralization, the private agencies were willing to play ball, and the Chest had the money to make it work. As in every other enterprise several powerful and tactful personalities keep it going.

To sum it up: we have in the family relief field interlocking directorates, an interchangeable staff, and supplementing funds. We have five relief agencies, each preserving separate legal and accounting identity, but operating as one. We have a good public-relief administration, backed by a private agency giving specialized service. We have Uncle Sam protecting standards of work, and politicians, social workers and civic leaders working together in the interests of the community.

We are asking ourselves the same question you have in mind, "How long will it last?" We don't know but at least it has carried us over a stretch of rough road.

The Passing of Side-Line Recreation?

By WEAVER PANGBURN
National Recreation Association

"WELL, no matter what happens, we can still laugh together. We can still go on long walks." Thus a young couple, highly trained and experienced professionally, both of whom however, had been practically unemployed during the past three years. No more theaters, operas, week-end trips and other activities so generously indulged in formerly. Their only recreation today is study at home, reading library books, and a very occasional visit to a 15-cent movie.

"Good-bye to my life-long hobby"—these were the words of a sixty-five-year-old man, who was forced to abandon his dearly loved flower garden when he moved into smaller quarters. But no sadder was he than was the laborer whose sole diversion had been playing in an orchestra, which had recently disbanded. Nor than the young clerk of twenty-seven who no longer could afford the small fee for YMCA classes and clubs, and the social-work executive who at fifty found it necessary to give up all plans for travel and even to curtail buying books, magazines, and subscriptions to concerts and lectures.

All these are illustrations of the impact of hard times on the leisure of some five thousand men and women who shared in a recent study made and published by the National Recreation Association of what people are doing and what they would like to do in the way of recreation (price $1. from 315 Fourth Ave. New York City.)

A sense of insecurity paralyzed all interest in an effective use of leisure for many of the jobless. On the other hand others for the first time were free to take part in hobbies, playing with their children, gardening, making things for the home, while another large group evinced a growing interest in lectures, forums, debates and serious reading. In short, the adjustments made under pressure of difficult conditions varied of course with the individual's resourcefulness, training, taste and emotional resiliency, as well as on the community facilities.

The ingenuity of one unemployed man—an Italian—indicates the importance of individual resourcefulness. Musically inclined, his first thought was to secure a piano to while away his large burden of free time. But a piano costs money; no insuperable obstacle to this man, though. He delved around in an old dump, "collected" a piano, and found the missing parts in other similar forages. A few days of labor and a restored piano became his proud possession, shared with his musical family, all of whom were unemployed.

The experience of a professor of chemistry in New England, unemployed for a year, is typical of others who suddenly "discovered" community resources. Induced by his wife to join a manual-training group in a recreation center where she was doing craft work, though he had never worked with his hands before, he finally succeeded in making a "beautiful" corner cupboard. His wife reports he was "revolutionized," that he is thrilled over the fact that now he had "an avocation for life." This is the hopeful side of the picture.

And so we could go on telling of the five thousand men and women whose "leisure" experiences contributed to this study. Forty-three percent were employed full time, 28 percent part time, 11 percent occasionally, 18 percent not at all. They represented many occupations—hatters, housewives, truckmen, freight handlers, barbers, meat cutters, weavers, teachers, social workers, librarians, authors, janitors, actresses, brokers, musicians, clerks, nurses, housemaids, chauffeurs, sales folk, telephone girls, machine operators, mill workers, executives, construction engineers and architects. They varied as to social and national groups and the sexes. More than half were twenty-

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one to thirty-five years old, 80 percent being over twenty-one. Four fifths lived in Boston, Watertown and Worcester, Mass.; Newark, Irvington and Milburn, N. J.; Durham, N. C.; and Utica, N. Y.

They were asked to check on a questionnaire listing ninety-four leisure-time activities (1) which they were doing; (2) which they did often; (3) which they had done more of during the previous year; (4) which they had done less of; (5) which they would like to do. The information thus obtained was supplemented by personal interviews.

Reading newspapers and magazines proved the diversion of the largest number, 3977 people indulging in this activity, while conversation was the activity of the smallest number—2735. Between these two the diversions reported by the most people were in the order named: the radio, the movies, visiting or entertaining, reading books of fiction, motoring, swimming, writing letters, reading non-fiction books.

AGAIN reading newspapers and magazines and listening to the radio led the list in the answers as to what people did *often*, with the cinema, visiting or entertaining, reading fiction and non-fiction books, motoring, swimming, writing letters and conversation completing the list of the ten most popular pursuits.

Altogether the number of different leisure activities averaged twenty-five per individual. Bridge at home, picnicking, attending the legitimate theater, parties or socials, and hiking were fairly numerous, each having more than two thousand adherents. Family parties were indulged in by almost two thousand individuals. Playing tennis and serious study were in close competition for nineteenth place. Music, drama and crafts, as well as games, sports and outing activities ranked low.

Loafing was far down the list. Playing in bands or orchestras was near the bottom, along with croquet, evening school, archery and raising chickens. Taking part in political, church or civic activities rated 1747 devotees, occupied twenty-fourth position in point of numbers reporting, but stood in fifteenth place from the point of view of frequency of participation.

Plainly these recreations—especially the ones indulged in often—center mainly in or about the home, cost little or nothing, and are individual and quiet or passive. Group participation, social intercourse and physical activity are signally lacking.

Judging from these findings, the number of persons reached by the programs of recreational and educational agencies is small compared with those who participate in activities carried on individually, either at home or in informal outside activity. Further inquiry as to the reasons for this should prove interesting.

What do people want to do? According to these five thousand people, not what they are doing—tennis, swimming, boating, playing golf, camping, caring for flower gardens, playing musical instruments, motoring, theater-going, and ice-skating received the highest number of votes, with hiking, taking part in amateur dramatics, fishing and listening to the radio also ranking high. Unlike their present activities, these preferences, chiefly away from the home, call for vigorous and even strenuous physical exertion. As Prof. Jesse Steiner concluded in Americans at Play, at heart the people of the United States are not "spectators."

With one or two exceptions the ten most desired diversions are obtainable only at some financial cost for equipment, instruction or admission fees. More than half, and those desired by the largest number, involve facilities, organization, leadership or other special provision by public or private agencies of the community. Obviously the job of providing inexpensive opportunities for people to do what they would enjoy away from their homes is still largely to be tackled.

Again home activities and others costing little showed the greatest gain in answer to the question as to changes in the use of leisure in a year's time. A large increase in educational interests was indicated. In general, financial limitations rather than choice dictated the change in people's use of leisure. Among the reasons given frequently for discontinuing outside group activities were "lack of funds"; "no proper clothes"; "inadequate facilities in the neighborhood"; "no money for carfares"; "added duties and responsibilities due to enlarged households"; "over-time work"; "too discouraged or worried because of loss of job to concentrate on anything."

Judging by the Newark and Boston people who constituted nearly a half of the individuals included in the survey, the full-time employed have had a diminishing variety and frequency of leisure-time activities. The reason for this is a matter for speculation, though it may be pertinent to note as revealed by interviews that they were required to work long hours at low wages (the inquiry was completed before the new industrial codes went into effect), or were helping relatives or actually caring for relatives in their homes, or because of fear of unemployment saving every possible penny. Furthermore, it should be noted that two thirds were women and girls whose activities are likely to be more restricted than men's.

The part-time employed group had the best-balanced recreation diet both with respect to home and outside interests. This group strengthened its leisure-time experiences during the depression, indicating that added leisure resulting from part-time employment makes possible and is being used for a richer recreational life.

The entirely unemployed and those only occasionally employed were in the least favorable position, obviously handicapped by lack of funds, clothing and home facilities as well as mental condition arising from unemployment. Many types of activities were entirely closed to them.

IF this inquiry is any index, the American people are less satisfied than heretofore with vicarious enjoyment of sport, of outdoor life and the arts, and want to participate themselves. The laissez-faire theory of leisure obviously gathers no support from this study. Personal initiative or commercial enterprise cannot fully meet the need. Community planning for these satisfactions on a large scale is necessary. Municipalities and counties should multiply their tennis courts, and swimming-pools, extend their bathing-beaches and golf courses, and make ampler provisions for boating and fishing. People will attend the theater more frequently when the price of tickets is made more reasonable. More art classes, orchestras and drama groups under public and private auspices are needed. Opportunities for recreation and study must be brought to the neighborhoods where people live and made inexpensive. Although a return of prosperity would restore buying power for some and enable them to satisfy their wants, the things that the majority desire are not by and large in their power as individuals to secure. Leisure must be further socialized.

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Elizabethan Hangover

By THOMAS E. MURPHY

Secretary Public Welfare Commission, State of Rhode Island and Providence Plantations

IF you know your Dickens you know that Mr. Bumble, the beadle, felt very badly because, as he said, speaking of Oliver Twist, "And notwithstanding a offered reward of ten pound, which was afterwards increased to twenty; notwithstanding the most superlative and, I may say, supernat'ral exertions on the part of this parish, we have not been able to discover who his father is, or what was his mother's settlement." We feel very sorry for Mr. Bumble, in fact we feel very sorry for all the present-day Bumbles, in the person of officials who are more concerned with finding legal loopholes through which destitute people can be passed on to another town and state than they are in the relief of human distress.

We feel sorry for them because they are that way. They have been brought up on the theory, "no settlement, no assistance." Imagine their consternation to find on their relief lists, individuals who have invaded the sacred precincts of their township and who have had the audacity to be cold and hungry—and without a settlement! They are as outraged as the original Mr. Bumble.

Quite recently I read the "poor relief" laws of the various states. When I had finished a doubt assailed me. Perhaps I had misread the title, and had been reading about the "support, discipline and keeping out of lepers." But I was not mistaken, the title was clear, "The support of paupers and the keeping out and discipline of paupers." There is no mistaking the spirit of these laws. The contempt and callous indifference that generally pervades them is such that it is incredible that in this year 1934 they are still a determining factor in the treatment of those unfortunate citizens opprobriously defined, by statute, as paupers.

What is a pauper? According to the law books, "any poor and indigent person who is dependent on public or private relief for support." Such "paupers" may be aided if they have a settlement but (beneficent law) "may not be confined with ball and chain except where they may be necessary . . ." (Rhode Island) nor may they be hired out at auction (North Carolina). Now we all know that balls and chains are not going to be used; and know that no more auctions are going to be held—those are merely unpleasant reminders of an unpleasant past. But with the legal definition of pauper goes the law of settlement under which the pauper claims the relief on which he is dependent, and that law of settlement is just as present and just as plaguing today as it was in the day of Mr. Bumble.

What is a settlement? It is a product of Elizabethan England, originally planned to fix the responsibility for the support of the poor upon certain parishes. This statute, 43 Eliz. 2., created for the first time the position of "overseer of the poor". According to Blackstone's Commentaries (Vol. iv. 361,) it was supposed to work wonders. Let us quote:

> . . . and if every poor man and his family were regularly employed and allowed the whole profits of their labor; a spirit of busy cheerfulness would soon diffuse itself through every cottage. . . . This appears to have been the plan of the statute of Queen Elizabeth in which the only defect was confining the management of the poor to small parochial districts which are frequently incapable of furnishing proper work or providing an able director.

According to this same writer a different plan was adopted after the restoration by the statute 13 and 14 Car. II and a legal settlement was declared to be gained by "birth inhabitancy, apprenticeship or service for forty days."

Not particularly good in ancient provincial England, this remains the framework of our settlement laws—under which we are coping in the United States of America in the year 1934, and in the fifth winter of depression with conditions in forty-eight states and innumerable cities, towns and counties. Just to make it harder each of the states has made its own rules for the game of "settlement, settlement, who's got a settlement?"

Until a few years ago you could live in Rhode Island for fifty years consecutively, in one town, and never gain a settlement. Now you have merely to live for ten consecutive years in one city or town and accept no aid during that period. In Connecticut, you may, if you are a "foreigner," be admitted to the inner circle upon the "vote of the inhabitants of the town or by the consent of the justices of the peace and the selectmen;" if you are a native American you can get in by owning real property in fee, to the amount of $334 (and how that figure was reached I cannot guess), or by residence of one year, plus the above mentioned vote. If you happen to be one of those unfortunates not voted in, and happen to lose your job, the justice of the peace may issue a warrant to any policeman and order you removed from the state. In the sovereign state of Alabama, the members of the court are charged with the duty of seeing that settled paupers are prevented from "strolling from one district to another."

THE truth is, our poor relief laws would be vastly amusing if they were not so shocking in light of present conditions. During our days of prosperity we could afford to chuckle over the quaint language which describes the poor and indigent person, protects him against balls and chains and auction blocks, and prevents his "strolling". But the quaint phraseology becomes tragic when it serves to bulwark shortsighted public officials in refusing assistance to hapless families for whom the community has moral, if not legal responsibility.

Here is an example of what can—and does—happen: John Doe resides in the city of Providence for seven years; he moves to Newport and lives there nine years, thence to Pawtucket for eight years. Having lost his job and hearing of great industrial activity in a neighboring state, he packs up his small belongings and "strolls" across the line. After a few months futile searching for work he applies to the Transient Bureau. They wire back to his home state, and in reply get: "John Doe has no settlement in this state." Poor John has lived in Rhode Island continuously for twenty-four years, but under the law he is a man without a settlement. Meanwhile some local official pats himself on

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the back and chuckles with glee; he has prevented another "pauper" from returning.

The constitution may or may not be "the refuge of rogues," but it is certain that the settlement law is the refuge of the small-minded, whose sole idea, even after these four demoralizing years, is to slip out of as much responsibility as possible. State officials, and others of broader gauge find their efforts to do anything constructive thwarted by a set of statutes, outmoded fifty years ago. All they can do is to persuade, coax or beseech local authorities to accept their moral obligations.

I daresay the principal difficulty in this connection is encountered in New England. When that section of these United States was founded anyone who lived more than a few miles away was an "outlander," sniffed at with suspicion. This standoffishness yes, and frugality, is reflected in the conservatism of the settlement laws. Rhode Island, of course, heads the list with a ten-year requirement; Connecticut with its voting clause is deserving of honorable mention; Maine has provision for awarding a settlement after "five years' residence without receiving supplies", and even Massachusetts whose record is otherwise good, requires five years' continuous residence. New Hampshire has, within a year, reduced its requirements to five years. Compare this to Iowa, Michigan, New York, Minnesota, Ohio, and others who require a year or less continuous residence.

THIS matter of settlement would be of only academic interest if it did not consume so much of the attention of local officials and did not have within it such serious future complications for great numbers of unemployed now driven to the necessity of accepting relief though no one in his right mind would call them paupers.

Not long ago a very young and naive man suggested that under the laws of a certain state, all persons receiving relief were legal paupers, and that the relief they were receiving might debar them from securing a settlement in years to come. He suggested that the law be changed, and that all unemployment relief be designated by statute as separate and apart from "poor relief". Alas those suggestions were distorted by a political campaign and were lost in a sea of emotional gush. But about five years from now, some two-by-four official is going to disclaim responsibility for a family, by saying, "Settlement lost in 1932–1933 by receipt of public relief". And he will chuckle to himself at his own acumen in discovering this loophole. Impossible, you think? Too technical? If you think anything is too technical let me tell you the story of—well, call her Susan Saunders, right out of current files.

Susan, aged 71, sick and feeble, is the last member of a good old New England family. Her eight brothers and sisters, all taxpayers in their day, are dead. Writes the State Department of Welfare to the director of poor relief, town of R.:

> Miss Saunders was born in what is now the town of W. Her father owned real estate there. She left W. in 1905 and moved to E. where she stayed until 1908. She then moved to R. and stayed there continuously for a period of over ten years without receiving aid of any sort and is, consequently entitled to a settlement in your town.

Replies the director of poor relief, Town of R.,

> I have been to quite a little trouble and some expense to get at the facts in regard to the settlement of Susan Saunders . . . [Details of early movings] . . . and in the latter part of April 1908 moved on to what we know as the Elijah Hoxie farm in the Town of R. and lived there. This place changed hands several times and came into the hands of Thomas Saunders who in December 1917 issued a notice drawn by Nathan B. Young, attorney, warning her to vacate these premises on the first of April 1918. This notice was served on her December 24, 1917, and so, if she came to this place as she says she did in the latter part of April 1908, and went away on the first day of April 1918, she did not live there ten years but lacked some weeks of it, therefore we cannot assume any responsibility for her care.

The state again addresses the director of poor relief:

> The writ that was served by Nathan Young was not enforced and she remained in occupation of that house two years after the service of the writ, after which she left voluntarily, which establishes the incontrovertible fact that she was a resident of your town for about twelve years.

Nothing daunted, the director replies:

> I know every place where she has lived since she came from W. into the town of E. in 1905. I also know when she came to the Hoxie farm in R. having had an all-day auction sale on that farm a few days after she came. She says she moved on to this farm the latter part of April and I have good reason to believe it was the very last day of April 1908. I have in my possession a warrant issued by Justice Nathan Young and duly served upon her to leave this place on or before the first day of April 1918 and Thomas Saunders who then owned and still owns the place says she left the place on that warrant. So you see, she lacked some weeks, or about a month of living ten years continually in the town of R. and thus has no settlement here.

But why prolong it. The conclusion is that by dint of great effort and research the Town of R. finds the letter of the law to stand on, and there it stands and what becomes of poor old Susan Saunders is nobody's business.

What is the answer? First off, the word "settlement," with its tradition of pettiness, meanness and cruelty should be outlawed. The claim for relief should be on residence determined by any of the usual methods, the fact that a man has registered to vote, that he has occupied a house with his family and furniture for a certain, not too long period of time. Conceivably common sense and common humanity might be a factor in the decision for we have passed the stage where everyone outside the village environs is an outsider, and may as well reconcile ourselves to taking care of those who are in need regardless of settlement.

THE FERA, through its state transient bureaus is cutting away a lot of red tape from local procedures, and, backed at the moment at least by public opinion, is forcing communities to accept the care of people in distress who have a natural and equitable claim on them. But the old laws, with their anomalies, their absurdities, their cruelties, remain on the books. There can be no permanent reform in the "support . . . and discipline of paupers"—and in most states every unemployed person in receipt of federal aid is technically just that—until these old stupid laws of the Elizabethan era are replaced with modern uniform legislation which will obliterate the pompous provincialism of the present day Bumbles.

Some years ago The Survey published a cartoon of a child drowning in a sea of neglect. Standing around, prim and tight lipped, were the various states each one saying "'Tain't mine, she ain't got a settlement." Meanwhile, we suppose, the child drowned.

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THE COMMON WELFARE

More Power to the Labor Board

SENATOR WAGNER'S Trades Disputes Bill (S. 2926) introduced early in the present session, proposes "to equalize the bargaining power of employers and employes, to encourage the amicable settlement" of industrial controversy by making the National Labor Board a permanent agency, broadening and reinforcing its authority. The most controversial portion of the measure is Section 5 which, as originally drawn, virtually outlawed the so-called company union. Specifically, it forbade the employer:

to initiate, participate in, supervise or influence the formation, constitution, by-laws, other governing rules, operations, policies or elections of any labor organization. To contribute financial or other material support to any labor organization, by compensating anyone for service performed in behalf of any labor organization, or by any other means whatsoever.

The hearings on the threatened strike of the automobile workers before the National Labor Board last month underscored the need for definite restrictions, if there is to be any reality for workers in the guarantees of Section 7-a of the Recovery Act, assuring labor the right "to organize and bargain collectively through representatives of their own choosing." Meanwhile, the terms of the agreement settling the automobile controversy run counter to specific provisions of the Trades Disputes Bill. Under that agreement, company unions, initiated and almost invariably financed by management, are placed on a level with unions formed and run by the workers themselves.

Senator Wagner subsequently told the Senate Education and Labor Committee that to bring his bill into conformity with the President's agreement in the automobile case, he would consent to changes permitting company unions, so long as "company-dominated unions" are declared to constitute "unfair labor practice for an employer." This is a distinction difficult to establish in fact.

Strong opposition to the bill, particularly on the part of trade associations, chambers of commerce and similar groups, has developed. It is possible that if the measure is modified in line with the automobile settlement, chances of its passage will be increased. Whether or not it is enacted at this session, the bill will serve a useful purpose if it helps make clear the organized opposition to any strengthening of the American labor movement under Section 7-a of the Recovery Act.

Modern Penology on Trial

EIGHTEEN years after the principles of Thomas Mott Osborne went on trial in New York State modern penology is brought again to the bar of public opinion, this time in the state of Massachusetts, in the person of Howard B. Gill, superintendent of Norfolk Prison Colony. This eight-year-old institution, operated on the theory that prisoners are men, hailed by authorities as "the most interesting piece of pioneer work in penology in America," has fallen afoul a storm of criticism which threatens to damage its promising beginning if not to wreck its whole progressive program. Following charges of mismanagement Mr. Gill was "withdrawn" from active duty several months ago by Frederick J. Dillon, commissioner of correction, while Francis X. Hurley, state auditor, was assigned by Governor Ely to investigate the whole situation. As a result of what Mr. Gill terms a "hit and run" inquiry, thirty-six allegations were filed and opportunity given Mr. Gill by means of a public hearing, to reply to them. It was apparent at this hearing, held under unfavorable conditions and touched up with the quips of Governor Ely and acerbities of counsel, that it was not Mr. Gill and the details of his administration that were under fire but the whole philosophy which he and Norfolk represent of the constructive rehabilitation of prisoners, man by man.

At this writing a decision on the removal or retention of Mr. Gill has not been announced. Meantime a strong body of public opinion, not adequately reflected it is said, in Boston newspapers, has shown itself determined that whether one person goes or stays Norfolk itself, with all that it represents in progressive prison policy, shall go on.

Labor Starts Rebuilding London

IN ITS determination "to regenerate the civic life of the metropolis, and build a worthier and nobler city" the Labour Party, which has recently won a substantial majority in the London County Council, announced its intention of building 100,000 cheap homes. This is a new departure in English housing history, for although that county has since 1920 been among the leaders in a campaign for decent housing, having actually cooperated with local authorities in the building of over two million new dwellings, the impetus has come entirely from the national government. It is interesting to note that, unlike the multiple dwellings built by the former socialist government in Vienna, the London buildings, in accordance with English tradition, will be individual houses.

The Doctors and Compensation

RECOMMENDED by Governor Herbert H. Lehmann and strongly endorsed by the New York Academy of Medicine, amendments to the workmen's compensation law are before the New York State Assembly in a bill introduced by Assemblyman Jacob Livingston. The amendments are designed to correct abuses and inadequacies under the present law recently reported by a committee of distinguished physicians appointed by the governor. The most important change is to place in the hands of the county medical societies a large part of the responsibility for maintaining standards of professional competence and conduct in the care of injured workers. A certificate authorizing a physician to give care under the law will be issued only after the county society has approved and specified his qualifications. County medical societies also will be responsible for inspection of the so-called compensation clinics. Injured workers may choose a physician from among those so enrolled and are not obliged to accept the services of an enrolled physician engaged by their employer. These and other provisions to eliminate shoddy and commercialized services—often actually amounting to racketeering—promise great benefit to workers under the compensation act. Insofar

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as existing law permits, many of the provisions already have been put into force by the City of New York for injured city workers as a protection both to the city and the worker. The importance of the measure, however, goes further than compensation cases. In accepting responsibility for maintaining professional standards and a part in joint action through a Medical Advisory and Appeal Board, the organized medical profession would bring to public service a contribution which the doctors alone can give.

Interstate Compacts

BREAKING down barriers of business competition which so often stand in the way of needed labor legislation, the plan of joint state action, an outgrowth of the Conference of Governors called by Governor Roosevelt in 1931, has resulted in organization for fact-finding and common effort by a group of northeastern states, by a group of southern states and in a bill to authorize interstate agreements in this field. The plan of interstate compacts on labor legislation looks toward simultaneous action by normally competing states to regulate with substantial uniformity such controversial matters as child labor, minimum-wage standards, hours of work, night work and so on. The scheme and the progress to date were brought out at the hearings held late in March before the House Judiciary Committee on the bill (H.J.Res. 267) introduced by Representative McCormack of Massachusetts. As was there made clear, the present differences in labor provisions cause arbitrary differences in labor costs as between the states. In some states, business men are handicapped, in others given undue advantage as the result of varying legislative standards. Interstate compacts offer a practical mechanism for correcting such inequalities and at the same time answer a leading argument by powerful industrial and commercial interests against needed labor legislation.

The Conference of Northeastern States now includes the New England states, New York and Pennsylvania. Massachusetts, Rhode Island and New Hampshire last year established commissions on interstate compacts. The governors of the other states have sent representatives to the three meetings held since the first of the year. In the course of these conferences, both short-term and long-range legislative programs have been worked out, which are stated in full in the first annual report of the Massachusetts Commission (Room 416, State House, Boston.)

Cash Relief

UNDER the pressure of social workers, symptomatic of what they can accomplish when they really do pull together, New York's Wicks Law, basic in the administration of unemployment relief in that state, has been amended to modify the compulsory rigors of relief in kind by permitting the use of cash relief "if and where approved by and under rules and regulations made and conditions specified by the [state Temporary Emergency Relief] Administration." Thus, qualified by ifs and buts, the legal knot is cut by which communities and relief officials, however intelligent, were forced to deny to men and women in distress—because their opportunity for work and wage had disappeared—the right to manage so simple a detail of their personal lives as the choice of their own groceries. The TERA has not yet promulgated its rules and regulations for the new procedure, but as the amendment is generally interpreted it gives each county and city relief authority the power to extend relief in cash or kind at its discretion depending on the circumstances and individuals in each case. Thus families which for any reason are clearly unable to manage their budget efficiently will continue to receive grocery orders while families which make a bad fist of it on cash relief may be put back on relief in kind. This of course puts a heavy responsibility on the judgment of the relief worker but it at least leaves room for the exercise of common sense which the old rule did not.

There can be no doubt of the bitterness and resentment felt by the unemployed over the humiliations visited on them by the practices devised a hundred years ago, and still prevailing, for the discipline of chronic indigents. Through the vigorous agitation of social workers supported by the social intelligence of Governor Herbert H. Lehman a step has been taken to lift one of the worst of these, the grocery order, from the 357,000 families on relief in New York State. But for the remainder of the country the grocery order remains, as William H. Mathews says, "a cloud darkening the whole scene of American relief administration."

Emptying Firetraps

ON A cold morning last month following several dramatic tenement fires in New York City, the belongings of the first families who were forced to leave their former homes vacated by order of the Tenement House Department were moved in trucks supplied by the Police Department, with the help and advice of private social agencies. Tenement-house Commissioner Post of New York is vigorously undertaking a campaign to close up thousands of buildings where conditions are in violation of the law, and to raze those beyond repair. Long considered one of the most effective methods of slum clearance, this is only one side of the picture, however, for decent new homes must be found for the displaced tenants. And here an interesting cooperative plan has been worked out by the Tenement House Department with the Department of Public Welfare and private-welfare organizations, the two welfare agencies, public and private, taking responsibility for whatever social work is necessary in the moving. Called in as soon as a building is condemned, theirs is the job of investigating and assisting these families to move.

Although few families have been moved as yet, the new system has functioned smoothly. No longer need they merely jump from the fire into the frying-pan by moving from one illegal building to another. Intelligent advice and guidance and even financial aid are now available.

Compulsory Health Insurance

AT THEIR annual conference in mid-March the distinguished members of the Advisory Council of the Milbank Memorial Fund listened with the greatest attention to a plan for compulsory health insurance proposed for discussion by Dr. I. S. Falk of the Fund's research staff. Such a plan, Dr. Falk estimated specifically, would cost very little more than Americans pay in the present hit-and-miss ways, but it would assure a vastly greater amount, range and distribution of adequate care. It must include as basic principles the right of free choice of physician, adequate payment of physicians, and professional administration of professional personnel and activities. It should be planned for large groups, preferably on a state-wide basis, and open to all "to whom the private purchase of medical care brings variable costs which are burdensome

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and which cannot be budgeted on an individual or family basis." It should provide benefits in service only and not in cash. Alternative arrangements were suggested for the raising of funds through federal subsidy and taxation, state and local, or through some or all of these means combined with contributions from insured persons and employers.

The Council, warmly commending the aims, reach and flexibility of the proposal, recommended that it be submitted for discussion by professional and lay groups—the latter including employers, employes, social workers and others. Copies of the conference proceedings will be sent on request by the Milbank Memorial Fund, 40 Wall Street, New York City. Compulsory insurance on not only a state-wide, but a national basis was strongly advocated by a guest of the Council, Mayor Fiorello La Guardia of New York City, who pointed to state provisions against child labor as a sorry instance of efforts to bring progress piecemeal. Harry L. Hopkins, federal relief administrator, urged the gathering to be bold. "You aren't going to get health insurance if you expect people to do it voluntarily," Mr. Hopkins declared. "I am convinced that by one bold stroke we could carry the American people along not only for health insurance but also for unemployment insurance. I think it could be done in the next eighteen months."

Humanized Immigration Service

THE address at the recent dinner of the National Council on Naturalization and Citizenship of Commissioner of Immigration and Naturalization Service Daniel W. MacCormack confirmed the hopes of social workers who for years have pointed out grave injustices in the administration of the immigration law in vain. Trained as a soldier through many years of service in the Army, connected with the Panama Canal organization, traveling in behalf of the Army in England, France and Russia, director of internal revenue and grain controller for Persia during a famine period, this naturalized citizen, born in Scotland, has reorganized the Immigration and Naturalization Service on a basis that has won the plaudits of congressmen, social workers and other friends of the aliens (see, The New Deal and The Immigrant, page 115). Commissioner MacCormack has voiced approval of reduction of naturalization fees, has pledged to further efforts to establish uniform regulations for naturalization and investigation of causes for denial of citizenship to aliens whose bread depends upon their securing this privilege, and has evidenced indignation at the "extra" legal obstacles placed in the path of simple, law-abiding applicants.

Persian mothers taught their children to pray for "Dan Mirza" who fed them when they were starving. Alien fathers and mothers will add their blessings not only to "Colonel Dan" but also to the Madam Secretary who appointed him.

Foods, Drugs and "Freedom"

THANKS to the untiring perseverance of Senator Copeland, S. 2800, the bill to amend and extend federal control of foods and drugs, has been reported out by the Senate Committee on Commerce and at this writing seems on its way to action. In spite of terrific battering the measure has received in its various stages at the hands of commercial food and drug and advertising interests (see Survey Midmonthly, November 1933, p. 383; December, p. 414; January 1934, p. 16; February, p. 48) S. 2800 remains a vast improvement over our present antiquated law. Evidence of that battering appears in a new section of the bill as reported, specifically permitting artificial coloring of citrus fruit without a warning stamp; the unwary consumer of grapefruit or oranges could not know whether the tinge under his spoon was nature's own or a dye. There is a most unfortunate deletion of an earlier section which would have prohibited advertising of drugs purporting to have an effect in the treatment of diseases such as cancer, tuberculosis, diphtheria, heart disease, appendicitis and other conditions in which self-medication is especially dangerous. Provisions requiring disclosure of the formulas of drug products also have been omitted, and the section authorizing the secretary of agriculture to establish "an objectively determinable minimum standard of quality and fill of container" for food has been weakened to read a "reasonable" standard.

The immediate need is prompt and vigorous public support of the protection that the present bill does represent. Within the past weeks this measure, under its original name of the Tugwell Bill, has been singled out by Dr. William A. Wirt as a cardinal example of the way in which the New Deal is attempting to destroy "American liberty." It seems ridiculous to suppose that any member of Congress believes that Americans wish freedom to eat adulterated foods or absorb poison with their cosmetics; "freedom" to be induced to spend money for drugs that cannot cure while a chance even for life may slip past, or "freedom" to buy food without standards of quality to guide the purchase. Such has been the power of the lobby against the bill, however, and the power of advertising and other commercial interests to stifle adequate discussion in print, that a quick, pointed message to one's senator and representative is the consumer's only chance for protection.

Social Work Today

IN A smart typographical dress and twenty well-edited pages Social Work Today, "the voice of the rank and file in social work," has made its initial appearance, sponsored by the Social Workers' Discussion Club of New York, endorsed by similar groups in Chicago, Boston, Cleveland and Philadelphia. With "all of social welfare as its province" it promises to "promote an interest in the fundamental reorganization society must undergo to provide security for all and to support labor's struggle for a greater measure of control as the basic condition for that reorganization."

The new bi-monthly publication (10 cents from Social Work Today, Station D, PO Box 154, New York) is edited by Jacob Fisher of the Bureau of Jewish Social Research. Sylvia Lieber is business manager. Contributing editors include Roger Baldwin, Gordon Hamilton, Eduard C. Lindeman, Ira deR. Reid and Mary van Kleeck. Features of the first issue include lively and sharply contrasted reports of two Washington meetings—the American Association of Social Workers and the National Convention Against Unemployment, articles by Mr. Lurie, Mr. Reid and J. K. Atkins, an open letter from Miss van Kleeck on the desirability of a Professional Workers Association to cooperate with industrial workers, and a detailed discussion by William Gordon of protective organization among social workers in a situation where, "against the threat of unemployment and a depressed wage scale, collective bargaining offers the only bulwark."

There are undoubtedly in this troubled land many social workers even among the "predominantly middle-aged, predominantly women" at whom Social Work Today takes a little fling, who "are sick of merely bearing witness." They will find in Social Work Today a forthright expression of their impatience and of their pressure-mindedness.

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INDUSTRY

Help for Homeworkers

"COOLIE" wages for homeworkers with the menace to labor standards, health and standards of living that they imply, and the enormous spread of industrial homework under the hard times, are discussed by Elmer F. Andrews, New York State industrial commissioner, urging the passage of a homework bill which embodies the principles of the "model legislation" proposed by the recent labor conference in Washington (see The Survey, March 15, page 70). Commissioner Andrews estimates that there are 30,000 homeworkers in New York, one million in the country as a whole. Under existing law, his department has control over homework performed in tenements, but "this work is now done in one- and two-family houses, many of which are in small towns and villages." Weekly earnings, which averaged $6.19 in 1928, "have been cut to as little as 25 cents a day for 14-hours work. Skilled embroidery workers are working long hours to earn from 50 to 75 cents a day." New York's Department of Labor has records of 2419 homework contractors who send out work to homes within the state, some with as many as 2200 employes on their books. They send work to 26 other states. The department has no record of employers who send all their work outside New York State. The proposed law provides the licensing of all homework manufacturers and contractors, the fees to be used in defraying the expense of enforcing the law; licensing without charge of places where homework is done; certificates, without charge, for all homeworkers. The commissioner points out that:

> Under the terms of this bill, the regulation of sanitary conditions in places where homework is carried on would be in the hands of the local health authorities. The Labor Department would be charged with safeguarding minimum-wage and child-labor standards, as required by the Labor Law.

In Connecticut, an investigation by the State Minimum Wage Division of the lace industry showed that in September the average monthly wages for whole families of homeworkers were only $18.50. The median weekly family earnings ranged from $3.08 to $4.20. The hours worked were long. More than a fourth of the families were on relief. A wage board has been called to set a minimum wage for homeworkers in the state.

General Workers

HOUSEHOLD employes fit into neither industrial nor white-collar categories, but their kinship with other wage-earners in common problems of wages, hours and lack of organization is increasingly felt by these employes themselves and by the US Department of Labor. A study was recently made in Chicago, based on data supplied by 250 employers and 250 employes, covering 576 full-time workers, to discover "the character of the demand for household workers, particularly full-time workers; the character of the supply." (Household Employment in Chicago, by B. Eleanor Johnson. Bulletin of the Women's Bureau No. 106. Superintendent of Documents, Washington, D. C. Price, 10 cents.)

The employing group complains of difficulty in getting efficient, "good-tempered" workers and of the high turnover. The report, after listing some 20 tasks in addition to cooking, cleaning and laundry expected of the "general worker," submits that "the wonder is not that there is a limited number of workers from which to choose but that there are any women and girls willing to do general work." The extra tasks include wash auto, bathe and care for dogs and cats, care for furnace, care for fuel oil, clean-up yard, take down screens, carry luggage, go on errands, varnish furniture.

Problems reported by employes center around lack of free time, treatment by employers, attitude of others toward their work, living conditions. On the basis of this study, Miss Johnson feels that:

> the extremely long working-day and irregular hours in many homes are unnecessary. According to at least half of the employers' schedules, a working-day of about 10 hours on week days, including time for meals, and 6 hours on Sundays, seems a possibility.

March of the Machine

MACHINES as they affect the hours and wages of workers, as well as the efficiency of production are considered in a recent study of a single industry, the makers of electric lamps. Though it is published as a government bulletin, the technical and statistical staffs of the plants studied gave thorough-going cooperation. (Technological Changes and Employment in the Electric Lamp Industry, by Witt Bowden. Bulletin of the US Bureau of Labor Statistics, No. 593. Superintendent of Documents, Washington, D. C. Price 10 cents.)

What technical improvement may mean to the workers is shown in the opening paragraphs of the report. In 1920, 362,140,000 lamps were made in the United States; in 1931, 503,350,000. In 1920, the industry employed 17,283 workers in its assembly plants, where nearly 60 percent of its employes worked; in 1931, the workers in these plants had declined to 5817. Further, the man-hours per employe had declined even more sharply, the total man-hours falling from more than 36 million in 1920 to less than 12 million in 1931. Here is a picture of unemployment and short time that will not be changed by industrial recovery. This bulletin, incidentally, is well written and illustrated, and gives hope that important material collected by the Bureau is to be made available—even palatable—to the average citizen.

Classes for Workers

OUT of the first conference on workers education ever called by the federal government have come many plans for such a program, developed with funds allocated by FERA. A national advisory committee is to be organized from the 60 members of the conference which was held under the joint auspices of the Department of Labor and the Office of Education. Hilda W. Smith, specialist in workers' education, reports requests for help in organizing classes, in finding material and in training teachers in rural as well as in city communities. The Affiliated Schools, including Bryn Mawr and Wisconsin, have been enabled by a foundation grant to carry their summer program into the winter, cooperating with the FERA plans by conducting local demonstrations of workers' classes and preparing new study material. Another small conference is to be held soon to discuss the question of resident schools for unemployed women wage-earners. Relief funds have been authorized for the maintenance expenses of such schools.

Cost of Living in the District

COST of living for government employes in the District of Columbia was studied for four fall and winter months by the US Bureau of Labor Statistics at the request of the secretary of labor. The preliminary report of findings for December 1933 as compared with the first six months of 1928, showed a decline of 14.6 percent. As a basis for this figure, information was obtained on the expenditures of different types of federal employes at both dates through detailed schedules filled-out in personal interview with employes whose names were chosen by lot, and through two

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questionnaires, one sent to all employes and one to a large sample, also chosen by lot.

In addition to the index for all employes, separate indexes were computed for the families of three employe categories: custodial, with salaries less than $2500, others with salaries less than $2500, those with salaries of $2500 or more. An index was also set up for single individuals living in rented rooms, of whom there are about 10,000 in the District. Taking the first six months of 1928 as 100, the indexes for these groups are:

Custodial, with salaries less than $2500	83.4
Other employes with salaries less than $2500	85.1
Employes with salaries over $2500	85.0
Single individuals living in rented rooms	88.0

Commissioner Isador Lubin explains, in his preliminary report to the secretary of labor, that cost of living for single individuals has not gone down as far as for other groups because the cost of restaurant meals has not fallen as much as the cost of unprepared food purchased to be eaten at home.

Safety First on PWA Jobs

INTENSIVE education campaigns in accident prevention, backed by compulsory safeguards, is announced by the PWA. Projects being constructed by states, counties, cities, towns and private corporations are covered. A Manual of Accident Prevention in Construction has been campiled by experts including consulting engineers, casualty insurance representatives, state officials carrying on safety-first work and others. This information on the best methods of organizing work, operating machinery and handling materials with the least danger to the workers will be used as a guide by PWA inspectors, each engineer capable of superintending construction jobs of the size and type to which he is assigned. Contractors who refuse to take "reasonable precautions" to insure the safety of their workers, the PWA announces, "will find themselves facing whatever regulations may be necessary, and payless paydays until the regulations are complied with."

The bond contracts and grant agreements which control payments to recipients of PWA allotments require that compensation insurance be furnished by the employer for injured workmen, and that the employer "give proof of such adequate insurance satisfactory to the government."

Two statistical analyses of the labor market in Philadelphia, one a study of 31,159 job applicants, the other a survey of changes in industry and occupation, are encouraging examples of the kind of information that may be expected from well-organized and well-staffed public-employment centers. (Thirty Thousand in Search of Work, by Gladys L. Palmer; Employment Trends in Philadelphia, by Emmett H. Welch. Department of Labor and Industry, Harrisburg.)

CHILD Labor Facts and Figures, an arsenal of reliable information, is published by the Children's Bureau (Superintendent of Documents, Price 10 cents). It is revised to October 1933 and includes a history of child labor, child-labor statistics for this country, the kind of work done by child wage-earners and their working conditions, the legal regulation of child labor, including the provisions of NRA and the codes. The National Child Labor Committee announces the organization of a non-partisan committee to work for the ratification of the Child Labor amendment in New York State. Its chairman is Charles C. Burlingham.

REPORT of a two-year study of the administration of the Wisconsin workmen's compensation law has recently been completed by Ray A. Brown, professor of law at the state university. Professor Brown finds administration by a state industrial commission superior to administration by the common-law courts, but points out continuing need for the safeguards of publicity, of rules which "exclude the personal element as far as possible," and for an expert, experienced personnel.

EDUCATION

Freedom for Teachers

WHAT constitutes academic freedom and how far it exists in one great public-school system is discussed by a committee of the American Civil Liberties in terms of actual cases, in a new booklet, What Freedom in New York Schools? (New York Academic Freedom Committee, 100 Fifth Avenue, New York. Price, 15 cents.) The committee finds that teachers have been "punished for organizing unemployed members of their own profession, for arousing public opinion against crowding in the schools, for defending victimized colleagues, for addressing meetings, even for failing to refute charges made publicly against the educational authorities." In support of the last statement, the committee quotes from the official report on the case of Alice Citron, a probationary teacher in a Manhattan school, denied a salary increment for being present at a Harlem Parent-Teacher meeting at which the Board of Education was criticized:

> There rests upon every teacher in the employ of the Board of Education a duty to defend the Board against unfounded, wild and reckless statements; . . . Miss Citron . . . made no protest against these statements. Quite the contrary. She joined in a denunciation of the Board of Education and she urged the audience to take part in mass action against the Board. Her failure to protest, and her attacks upon the Board were acts of disloyalty to the educational system. The Board of Education may not be subjected to attacks by one of its employes.

A number of cases of such discipline are outlined, and also the situation in regard to compulsory military training, and the denial of the use of buildings to unpopular groups.

A two-year investigation of the history of freedom in teaching has recently been completed for the Commission on the Social Studies of the American Historical Association by Howard K. Beale, formerly a member of the history faculty at Bowdoin and at Grinnell. A preliminary statement of his findings is included under the title, Dare Society Deny Its Teachers Freedom? in the current issue of Progressive Education. Mr. Beale summarizes the types of ideas suppressed, the factors and difficulties involved in securing freedom for teachers, and the social dangers of denying freedom to teachers in the classrooms and in "extra-curricular activities."

New Jersey School Costs

NEW Jersey's School Survey Commission, appointed in October 1932, comes forward with a detailed program of public-school economies, a plea for more equitable distribution of state aid for education, and for a state guarantee of $13 for each elementary pupil, $22 for each highschool pupil. The commission, which has made its investigations under the direction of Dr. Paul R. Mort of Teachers College, Columbia University, urges immediate repeal of the state property tax for schools, and the raising of $18 million from other taxes for the support of the schools. Among the suggested economies are: slightly larger classes in the elementary grades and elimination of small classes in academic subjects in highschool; decrease in the number of janitorial-engineer

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employes; better utilization of buildings and more careful operation; reorganization of rural school districts into larger and more economical units; reorganization of transportation to eliminate waste. The commission sees the most serious situations in the New Jersey schools as the curtailment of educational opportunity in the hardest pressed communities, the accumulation of current debt, "the impairment of efficiency and morale caused by the non-payment of salaries."

For Nazi Exiles

THE situation that called it into being, and what it has accomplished in its first seven months' work, is effectively set forth in the recent report of the Emergency Committee in Aid of Displaced German Scholars. President Livingston Farrand of Cornell is head of the committee. As of January 1, the committee had grants for placing 36 scholars, 24 of whom had on that date been placed. All the grants were made at the request of colleges and universities, and the institutions were left wholly free to select scholars according to their individual requirements. In addition, the committee has supplied information and assisted in negotiations which have resulted in the placement of ten German scholars toward whose salaries the committee does not contribute. Of the scholars placed at the time the report was drawn up, 18 are Jews, 5 are individuals whose racial origin is not known to the committee, 1 is non-Jewish. The report comments:

To believe that all the victims of the new regime in Germany are Jews is a serious error. As is now well known, Jews in concentration camps are distinctly in the minority, numbering, it is generally believed, about 15 percent. Among scholars, however, the number is distinctly higher. But even among these, so far as the emergency committee is able to discover, not less than 20 percent of the 1100 scholars whose applications are in its files are Gentile.

Adults at School

HOW more than 90,000 persons have taken part in a municipal program in adult education in Des Moines is told in a brief report on the first year of the project. The public forum is the method used, and meetings, some weekly, some monthly, were held for thirty-seven weeks of the first year. The topics were of current interest in the fields of economics, politics and foreign affairs, with a 45-minute address by the forum leader, and free discussion between leader and audience. Neighborhood forums, held in elementary school buildings, are in charge of resident forum leaders. For the central forums, which meet in highschool auditoriums, outside leaders carry on a connected series of topics for a short period of five or six weeks. City-wide forums, meeting once a month, are addressed by visiting lecturers. The Des Moines experiment, planned by John W. Studebaker, superintendent of schools, is supervised by the Board of Education. It is financed for an experimental period by grants from the American Association for Adult Education.

More About Movies

PRACTICAL steps toward better moving-picture-theater programs, particularly from the point of view of the children, are contemplated by the Motion Picture Research Council, of which Mrs. August Belmont was recently elected president. Basing its work on the Payne Fund research on the movies (see Survey Graphic, May 1933) the council will attempt first to abolish "block booking" and "blind selling." Under these devices, producers require theater managers to buy their pictures in large blocks before they are produced. The council feels that "once this freedom of choice is established, local groups may select the best pictures for their theaters and exclude the worst, and also make up special programs suitable for children."

The council urges further the production of more movies designed for children. With 11 million children under 14 attending the movies weekly and 28 million under 21, the council points to the findings of the Payne Fund that 70 percent of the subjects treated in the pictures are "crime and love as interpreted by the movies." The headquarters of the council are at 366 Madison Avenue, New York.

Destructive Use of Leisure

HEARTILY endorsing opportunities for the "creative use of leisure," particularly for the unemployed, the Employment Stabilization Research Institute of the University of Minnesota nevertheless points out some of the hazards and disappointments involved in indiscriminate enrollment in commercial correspondence courses (Commercial Correspondence Courses and Occupational Adjustments of Men, by Charles Bird and Donald G. Paterson. Price 50 cents, from the Institute). The bulletin is based largely on case histories of 294 unemployed individuals who reported enrollment in "learn by mail" courses. All but 11 of these men were taking occupational, as contrasted with cultural courses. The median cost of the courses (half more, half less) was $120. Of the 235 who reported that they had terminated their school contracts, only 6 percent had finished their courses. The writers hold that an important cause of this high academic mortality was failure by the schools to select men with "sufficient ability to pursue the courses offered or to give adequate vocational counsel." Less than 30 percent of the group had ever been engaged in an occupation designated by the name of the chosen correspondence course. Many men in unskilled and semi-skilled occupations attempted courses in accounting, business management and engineering. Judged by tests of academic ability, occupational skill, occupational history, "men registering in correspondence courses are attempting forms of training far beyond their capacities of assimilation."

The writers point to the need for personnel bureaus in connection with the schools, with skilled vocational guidance.

Until they undertake this service, efforts of the hit-or-miss variety coupled with intensive advertising and sales campaigns must continue to brand most of these schools as merely profit-making institutions. . . . They are contributing to the formation of an unhappy and maladjustment citizenry.

WISCONSIN public officials successfully protected the state's radio station from the efforts of commercial stations to put it off the air. The extent to which citizens will support their own stations was shown by the flood of letters, resolutions and petitions that poured in to the radio commission from individuals and organizations. Among the popular continuous features carried by the state-owned station are: the Wisconsin School of the Air, broadcasts for classroom use; the College of the Air, for young people out of school; the farm program arranged by the State College of Agriculture; the Homemakers' Hour.

THE ninth annual meeting of the American Association for Adult Education will be held in Washington, D. C., May 21–24. Headquarters will be at The Shoreham. About 300 educators from all parts of the country are expected to attend.

YOUTH WEEK, "a period during which communities all over the world will arrange programs devoted to the development and preservation of character in the coming generation," is announced for April 28–May 5. A manual with information and suggested observances may be secured from the National Youth Week Committee, Room 820, 211 W. Wacker Drive, Chicago.

A SECOND summer institute for social progress will be held at Wellesley College, July 7–21. The 1934 theme will be The Role of Government in Economic Life. Last year, 19 states and 56 vocations were represented at the first session. The institute, which is separate from the college and from the Alumnae Association, is operated by a board made up of educators, men of affairs and Wellesley graduates. The fees are moderate. Information may be secured from Arthur Walworth, 931 Center Street, Newton Center, Mass.

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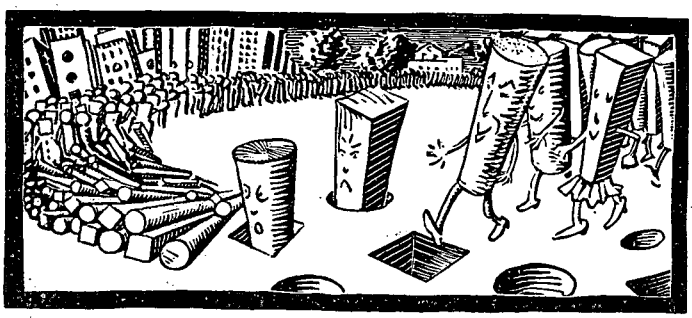

SOCIAL PRACTICE

The County Welfare Unit

CURRENT agitation among social workers for the county as a unit of welfare organization is pointed-up by a report from Buffalo, N. Y., of a county survey, made by a special committee of the Council of Social Agencies, so broad in its scope and so comprehensive in its recommendations that it may well serve as a criterion for similar studies whatever their differences of legal background and established organization.

The committee was primarily concerned with county welfare services but found that it was impossible to frame any plan for reorganizing them which did not take into account various other divisions of the county government. The recommendations of the report (20 cents from the Council, 70 West Chippewa Street, Buffalo) discuss therefore departments of social welfare, health, detention, parks and recreation, a court of domestic relations, mothers' allowances and the amalgamation of city and county relief organizations.

The committee proceeded on the policy that a long-time, practical plan, "which is also as nearly ideal as possible," should be proposed and assumed that "the welfare of the citizens of Erie County . . . would be constantly held paramount as far as consistent with the principles of sound economy in government."

In Pennsylvania, where the fight for a modern county welfare system has long been waged, the Public Charities Association has proposed the following principles:

The establishment in every county of an appointed unpaid welfare board of citizens.

Appointment by the board of a paid director technically qualified for public-welfare administration.

Administration by the board of poor relief, mothers' assistance, old-age assistance, blind pensions, care of dependent and neglected children and certain other welfare services.

Appropriation of both state and local funds for administration by the boards.

Supervision of county boards by the state in order to safeguard the administration of state funds and to develop uniform standards of service.

Certified Relief Workers

ONE little line in the law that created the Ohio Relief Commission, plus a resolution of that body, put that state into the position, unique so far as this department knows, of having throughout all its county emergency relief organizations only workers certificated by the State Department of Public Welfare through its Division of Charities, Mary Irene Atkinson, director.

The law permitted the commission to ask state departments for service and requires these departments to comply with such requests. The commission promptly asked the Division of Charities to pass on the qualifications of relief workers and to certify them on the basis of academic background and professional experience. Five categories of personnel were set up: general supervisor of case work, case-work supervisor, senior case worker, junior case worker and investigator, and no one could go on the payroll unless certified.

Hectic times followed for Miss Atkinson and several members of the American Association of Social Workers drafted to help work out a basis of certification which would take into account the standards of the Association as well as the personnel categories of the commission. In order to give value to certain equivalents for technical requirements and to provide flexibility, certificates issued to persons qualifying above the investigator group were graded as regular, special and provisional.

To date Miss Atkinson has signed and sealed with the golden insignia of the state, 832 certificates and 528 approval blanks, the latter to investigators, good for a three months' period. The "whirl at certification" has been effective, she says, as a means of securing qualified personnel and as an additional defense against local political pressure. Qualified social workers are now on full-time duty in counties that never before knew professional service except in their contacts with the state department. An interesting byproduct has been the opportunity afforded for interpreting personnel standards to public officials. The question now confronting social workers is how the gains in standards of personnel can be consolidated and incorporated into the permanent social program of the counties and communities.

Children Must Live

THAT a gallant fight is being made by child-welfare workers throughout the country on behalf of children more than ever dependent and neglected under the weight of the depression, is not news except as evidence accumulates of its vigor and persistence in the face of discouragement and of growing need. The Mid-West Conference of Children's Workers, held recently in Chicago under the aegis of the Child Welfare League of America, threw its hat in the ring with a statement addressed to FERA and Childrens' Bureau officials and to the continuation committee of the Conference on Emergency Needs in Child Care held in Washington in December.

The statement, in effect a platform, defines governmental responsibility for mothers' aid and child care and outlines standards for the use of federal and state funds for these purposes. It urges that competent staff experienced in children's work be added to the FERA and to state relief commissions to serve as watchdogs of the needs and rights of children, to stimulate states to the discharge of their legal responsibility, particularly in relation to mothers' aid, and to help formulate FERA policies to meet special needs of children when state and local funds are exhausted.

Ox-Cart Poor Laws

ANY lingering complacence over America's solicitude for its economically disinherited citizens is due to fall before the composite picture of Elizabethan philosophy and colonial practice presented by the digest of existing state poor-relief laws compiled by the American Public Welfare Association and published (25 cents) by the Public Administration Service, 850 East 58 Street, Chicago. Beginning with Alabama and ending with Wyoming the main provisions of the laws clearly show how long is the road to be traveled before we arrive at any uniform concept of responsibility, let alone a uniform standard of service.

In a number of states, binding out the poor, both children and adults, and selling their services for a year, is still permitted. In others county boards may let out the care of the poor to the lowest bidder. The old term "pauper," long banished from social work, is still the rule. Eleven of the states deny paupers the right to vote. Here they are: Louisiana, Maine, Massachusetts, Missouri, New Hampshire, New Jersey, Oklahoma, South Carolina, Texas and West Virginia.

In only seven states does the state itself take any responsibility for overseeing the township or county care of dependents and few have any effective machinery for supervision. Financial responsibility when it exists at all is limited to care of state poor who have no local settlement.

"Opinions differ," says Frank Bane, director of the APWA,

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"as to whether fundamental changes in the poor laws may best be effected by repeal and the enactment of new statutes or whether a general overhauling by extensive amendments will suffice. But as they stand now, most of these laws are survivals of the ox-cart."

What Makes Status—and Why

WHAT is it that gives a social agency stability, security and a set position? What are the processes involved in the acquisition of community confidence, that contribute to the rise or fall, the gains or losses, the commendations or disapprovals incurred by an organization? What, in short, determines the status of a welfare agency in its milieu?

Criteria of measurement for answering these questions are offered in a monograph, described as a psycho-sociological study, Status and Social Welfare Organizations, by Samuel Haig Jameson, published as Social Research Study No. 1 of the University of Southern California, Los Angeles (60 cents).

From a careful study of the life history of 108 social agencies of widely varying types Mr. Jameson induced fifteen criteria which after exhaustive analysis and test he submitted for rating to some 160 executives throughout the country. By one of those mathematical manipulations so simple to statisticians he arrived at a ranking for the fifteen factors which create status. At the top of the list stands, To meet a socially recognized need. At the foot stands, Age. Between, in order of significance are: Present controlling constituents, Professional standards, Financial conditions, Clientele, Popularity among agencies, Institutional affiliation, Chest membership, Support of civic and religious bodies, Governmental recognition, Range of Appeal, Publicity, Original organizing group and Membership.

The monograph has a foreword by Prof. Emory S. Bogardus in which he credits Mr. Jameson with being the first of the researchers "to apply the concept of status to social-welfare agencies and to make clear ways in which status plays a significant social role."

The Child Comes First

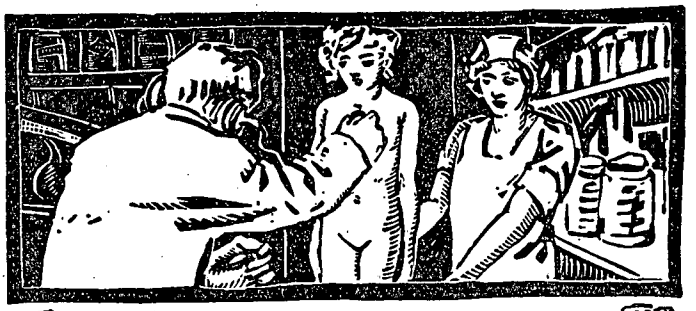
THE miserable business of divided custody for the children of divorce, with the fruits of which social workers frequently must deal, has been given a new slant by a recent decision of the Supreme Court of Minnesota in the case known in legal parlance as State ex rel. Lois Larson, Respondent, vs. Albert P. Larson, Appellant. The Larsons were divorced in Iowa, the custody of their young daughter being awarded to each parent alternately for six-month periods. But Mrs. Larson moved to Minnesota and it was her effort to keep the child permanently that formed the nib of the legal action.

It is not possible to follow here the legal arguments, clearly as they are stated by The Survey's correspondent, Charles E. Dow of the Children's Protective Society of Minneapolis, by which the court established jurisdiction and reached the decision to leave the child with its mother. Mr. Dow says:

> The practical lesson for social workers is that their right to the custody of any child committed to their care may not, and probably does not, extend beyond the borders of the state whose courts gave them such custody. Once the child is outside that state a new guardian may be appointed in the new jurisdiction and the custody thus pass into other hands—hands which may not work for the well-being of the child.

The decision in the case, written by the new chief justice, John P. Devaney, brought joy to Minnesota social workers. It read almost like a Children's Charter and held the child's welfare as paramount to every other consideration.

THE Curriculum in Probation Work of Notre Dame University, Indiana, Rev. Raymond W. Murray, director, has issued its second annual selected bibliography for probation and parole officers (free on request to Father Murray) including books emphasized in the training of college men for the correctional field.



HEALTH

Civic Candor

ONLY two cities in the United States "have destroyed their public-health organizations as has Birmingham," to quote Birmingham's Health, monthly bulletin of the Jefferson County, Alabama, Board of Health. Instead of the $1 per capita per year recommended by public-health authorities as the minimum essential for fundamentals of public-health service, or the 70-cent average of American cities at present, Birmingham in 1934 will have 17 cents. This is less than the city spent in 1908. While the city revenues have declined 27 percent, the public-health budget, insufficient even in good times, has been cut 63 percent. Comparisons of 1924 and 1934 show that during that decade civic expenditures for parks and recreation increased 83 percent; for public libraries, 34 percent; police, 5.4 percent; in contrast stand the figures for protection of public health with a *decrease* of 49.4 percent.

Curtailment of public-health work made necessary by the cuts may be reflected in the disturbing figures for health in 1933. Both in city and county there was a substantial increase in infant mortality over the preceding year and a rise in every major communicable disease except whooping-cough. The statement made by the Jefferson County Board of Health under the courageous leadership of Dr. J. D. Dowling, health officer, is of significance not only to Birmingham, since the course of public-health appropriations in this city unfortunately is only an extreme example of the inadequacy of past support of public-health work and the dangerously low level of present health appropriations in American cities generally.

Cleveland's Clinic Plan

IN July 1933 Cleveland's social, medical and health organizations agreed on a plan (see Survey Midmonthly, January 1933, p. 5) to refer back to previous family physicians or cooperating neighborhood physicians new clinic applicants who now or ultimately might be able to pay something for care. The doctor had the option of treating the patient under any arrangement mutually agreeable or referring him to a dispensary. Study of the first year's records show that the plan succeeds in returning to private practice about 25 percent of the referred patients. Probably 50 percent ultimately go back to outpatient departments. One third of those covered in a study of random cases "tore up their slips, went home, sought drugstore remedies, and could not be accounted for." While opinions on the effectiveness of the plan varied, questionnaires sent out by the Central Committee on Dispensary Admissions showed that 70 percent of the doctors, 88 percent of the dispensaries and 90 percent of the agency workers from whom replies were received believed that the plan should be continued. Of 274 physicians replying, 196 said they would be willing to care for indigent patients without recompense if drugs and medicines were furnished; 39 answered no to that question, and 39 gave replies difficult to interpret. A preponderance of opinion in all of the groups held that relations between the dispensaries and the private physicians had been definitely improved and that there was less complaint that the hospitals were interfering unjustly with private practice. The chief unfavorable comment by the dispensaries was the patient's loss of valuable time. In view of the findings, reported

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in full in The Modern Hospital, Vol. XLII, No. 3, the Committee has recommended continuance of the plan without important modifications and a definite campaign of education of dispensaries, field workers and physicians, including periodic communications to each worker and physician and a manual of instructions for operation of the plan. That campaign is expected to clear up questions and misunderstandings indicated in the replies to the questionnaires.

American Population Policy

REPORTING at the annual meeting of the Boards of Counsel of the Milbank Memorial Fund, Dr. Raymond Pearl, professor of biology at Johns Hopkins University, concluded from a study of nearly 5000 women that "the national policy of prohibiting the free dissemination of accurate scientific information about birth-control methods is adding definitely and measurably to the difficulty of the problem of poverty and unemployment with which our children and grandchildren will have to deal." Preliminary tabulations of these cases, part of a much larger group, showed that practically none had had access to scientific contraceptive advice; that without birth control practice the birthrate was much the same for the various economic groups, but that use of contraceptive measures by the well-to-do had limited their families far more effectively than was the case among those with moderate and low incomes. Cooperative studies of the United States Public Health Service and the Milbank Memorial Fund (see Survey Graphic, April 1934: Sickness and the New Poor, by Edgar Sydenstricker) reveal higher birthrates and sickness rates during the depression among those who had suffered a decline in income than among more fortunate neighbors who had maintained their economic status; and showed also that at low income levels high birthrates and reliance on public and private charity go hand in hand. A further study by the Fund of women advised at birth-control clinics revealed extensive prior practice in abortion, a practice clearly associated with high rates of maternal mortality in the recent studies of the federal Children's Bureau, the New York Academy of Medicine and the Cleveland Child Health Association (see Survey Midmonthly, October 1933, p. 350; December 1933, p. 420).

Pertinent Publications

THE COST OF MEDICAL CARE, *by Donald B. Armstrong, M.D., Louis I. Dublin, and Elizabeth J. Steele. Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

REPORT on more than 120,000 persons in families of the Company's field force, showing close corroboration of findings of similar studies of the Committee on the Costs of Medical Care. Costs varied greatly among individual families. Average annual charges were $108.14 per family and $24.58 per person; average payments, $103.71 per family, $23.57 per person, during the year starting in October 1930.

A THREE POINT PROGRAM IN HEALTH EDUCATION. *On request, American Social Hygiene Association, 50 West 50 St., New York City.*

NOTES on the use of the film Damaged Lives and outlines of accompanying talk and printed matter. For titles and prices of other recent publications in the social-hygiene field ask for the Association's new list.

THE HEALTH UNITS OF BOSTON 1924–1934. *Printing Department, City of Boston. A copy on request of the author, Dr. Charles F. Wilinsky, Beth Israel Hospital, 330 Brookline Avenue, Boston, Mass.*

AN illustrated account of the interesting and effective community-health program made possible in Boston by health units established through the George Robert White Fund and operated through the cooperation of the Boston Department of Health and public and private social, health and educational agencies.

FAVORABLE ASPECTS OF HEART DISEASE WITH SPECIAL REFERENCE TO THE HEALTH OFFICER, *by Louis I. Dublin and Donald B. Armstrong, M.D. Metropolitan Life Insurance Company, 1 Madison Ave., New York City.*

REPRINT, with graphs and tables, of a paper given before the Health Officers Section of the last annual meeting of the American Public Health Association.

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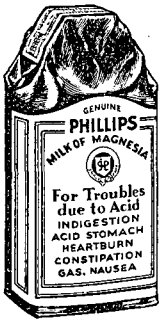

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HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

MOTHERS and Babies First again will be the slogan for this year's May Day celebration of National Child Health Day. Copies of a pamphlet of suggestions may be obtained from the American Child Health Association, 50 West 50 St., New York City, price 10 cents; as may also mimeographed accounts of 1933 projects, sent on request.

BETWEEN 1929 and 1932, 75 percent of the nursing schools covered by the second grading of the Committee on the Grading of Nursing Schools showed definite improvement; 8 percent remained the same, and 17 percent declined.

As in earlier years, the Massachusetts Institute of Technology, Cambridge, Mass., is offering to public-health nurses a scholarship in health education for the academic year 1934–35. The scholarship is for $500, covering tuition. Interested candidates must apply before May 15 to the National Organization for Public Health Nursing, 50 West 50 St., New York City.

BEGINNING with the class admitted next September, the Western Reserve University School of Nursing will become a graduate professional school offering the degree of Bachelor of Nursing. Candidates for admission must have completed courses leading to a bachelor's degree in arts, science or philosophy in a college of approved standing.

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Relief Gardens

FROM every corner in the land comes word of new state plans for subsistence gardens for the coming season. *North Carolina*, encouraged by the great success of last year's work, hopes to carry out an even more extensive program this year. *North Dakota* undismayed by the unfavorable weather and the grasshoppers of last year is already in the midst of new plans. *Arkansas* which went in for subsistence gardening in a large way in 1933 is reported to have purchased enough seeds to plant 100,000 plots for relief families. *Indiana*, one of the earliest of the states to recognize the value of this form of relief, is planning for a 25 percent increase in its garden program thus making provision for an additional 20,000 families. In 1932, 8000 acres in this state were devoted to subsistence gardens, but in 1933 more than 15,000 acres were used for this purpose.

Certain definite changes are noticeable in this year's garden plans. There will be more programs on a state-wide basis and under the supervision of a state director. *Minnesota* has just appointed a new state garden director and *Missouri* is sponsoring a state-wide program for the first time. Then too more careful planning of programs is being required. Much of the credit for this is due the FERA which early in January requested all states interested in participating in relief gardens to submit comprehensive plans for this work and required that this be done before any federal assistance might be obtained.

State garden directors are aiding local groups in their planning by sending out definite instructions regarding the procedure to be followed at each stage of the program. *Virginia* and *Pennsylvania* have used mimeographed bulletins of instructions, six to eight pages in length for this purpose, while *Kentucky* has issued one-page bulletins at frequent intervals. *Illinois* which has provided a great deal of material of this kind has used a combination of these two methods.

As federal funds appropriated for garden purposes may be used only for the purchase of seeds, fertilizer and insectides, states and localities must fall back on other resources if tomato and cabbage plants and seed potatoes are to be provided for their relief gardens. In *Indiana* the state reformatory, the state farm and other of the state institutions supply this need. It is expected that in this way seven million cabbage and tomato plants will be provided this year for relief gardens.

Five Ohio Cities

DR. ELLERY F. REED, director of research of the *Cincinnati* Community Chest, completed in February a study of the social costs of different policies in the administration of relief in five metropolitan counties of Ohio in which are situated the cities of *Cleveland*, *Columbus*, *Toledo*, *Dayton* and *Cincinnati*. Relief operations in the month of October 1933 were compared.

The report shows that the percentage of the totally unemployed gainful workers receiving relief in these five counties varied from 49 percent in Cuyahoga County (Cleveland) to 88 percent in Lucas County (Toledo); although Dr. Reed questions the accuracy of the latter figure. Hamilton County (Cincinnati) gave relief to 70 percent of its unemployed in that month, while the other two districts each report 73 percent (see following article Cases vs. Recipients.)

A detailed comparison is made of the Cleveland and Cincinnati experience, with particular reference to the effect of intake policy and size of individual caseload upon the total relief volume. "For years, Cuyahoga County (Cleveland) and Hamilton County (Cincinnati) have followed characteristically different relief policies," Dr. Reed points out:

> Cleveland has maintained relatively adequate case work and even during the depression has succeeded better than most communities in increasing the number of its case workers and aides. Cincinnati, on the other hand, has had relatively large caseloads per worker. In October the average caseload per worker in Cleveland was 65, in Cincinnati 177. . . . A study made over a year ago showed that only 50 percent of the applications in Cleveland were being accepted as compared with 66 percent in Cincinnati. . . . The question naturally arises as to which policy is socially most desirable and least costly to the community.

Other comparisons between the two communities for October 1933 bring out the following facts:

> Cost of relief and administration per capita of population: Cuyahoga County $1.08; Hamilton County $1.17.
>
> Cost per unemployed person in the community: Cuyahoga County $9.09; Hamilton County $11.99.
>
> Case workers per thousand population: Cuyahoga County 60.7; Hamilton County 25.7.
>
> Relief per relief case: Cuyahoga County $25.25; Hamilton County $23.84.
>
> Cost of administration per relief case: Cuyahoga County $2.31; Hamilton County $1.83.

Dr. Reed lists a number of qualifying factors which should be taken into account before too hasty conclusions are reached from his study. These are: variations in racial content of the populations of the two communities, differences in industrial backgrounds and opportunities for casual employment, the fact that Cincinnati uses a commissary while Cleveland does not, and inability to measure many of the intangibles. He thinks that the study, however, does raise the question as to whether the Cleveland policy may not be advantageous from both the economic and social standpoints.

Cases vs. Recipients

IN the preceding account of relief in five Ohio cities, reference is made to the "percentage of the totally unemployed gainful workers receiving relief." The figures given may have impressed the reader as being higher than he would expect to find in these communities. Thereby hangs an interesting statistical tale.

Dr. Reed presents the figures quoted, with the following footnote:

> The number of the unemployed receiving relief is always greater than the number of relief cases, since cases represent for the most part families and there is frequently more than one wage earner in a family. A sample group of cases from a study being made by the FERA in Cincinnati indicates about 1.5 employable persons per family. The number of relief cases for each county has accordingly been multiplied by 1.5 to get the estimated number and percent of the unemployed in each of the counties.

The significance of this differentiation between "relief cases" and "unemployed workers receiving relief" is obvious and of major importance when comparing national unemployment and relief

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figures. If the Cincinnati ratio of 1.5 unemployed per "relief case" is typical of the situation in the rest of the country, a national relief load of four million families would account for six million of the unemployed. Of course, there is no assurance that such a ratio holds for the nation as a whole, hence that conclusion is a dangerous one. But it is interesting to note this concrete evidence that unemployment estimates and the relief count need translation into comparable terms before we will ever know how many of the jobless army are "on relief" and how many are still on their own.

Food Distribution Costs

AT the request of the *Alameda County* (*Oakland*), *California*, Charities Commission, the Heller Committee for Research in Social Economics of the University of California recently undertook a study of the relative costs of food relief under a grocery order, commissary and cash system. Since Alameda County operates under a system of food relief through grocery orders, the Committee turned to San Francisco for comparative data under the commissary plan. Retail prices were gathered by a corps of field investigators.

Chief among the findings were:

The lowest cost system of food relief is a commissary system; a grocery-order system is next higher in expense; and cash relief involves the highest cost. The estimated monthly cost of food for a family of four under a commissary system is $23.46 when all employes are on salary, $20.69 when relief workers are used wherever possible and their costs charged to relief. Under a grocery order system the costs are $25.31, and under a cash system $27.32.

Overhead costs in a commissary system would be seven times as large as under the present grocery-order system if all salary costs were charged to administration, but the cost of food, including spoilage, would be 22 percent less.

The Committee points out that its report "deals solely with monetary costs and makes no attempt to judge the relative social desirability or administrative and political difficulties involved in each method of food distribution."

Subsistence Homesteads

THE emphasis which the President's current plan places upon a "new relationship with the land" as a way out of continued dependence upon relief has awakened fresh interest in the work of the Subsistence Homestead Division of the Department of the Interior. This agency, operating on a demonstration budget of $25 million, has been quietly pioneering in a number of directions, all leading toward a greater degree of self-help on the soil.

M. L. Wilson, director of the division, has estimated that the funds at his command will permit the rehabilitation of ten thousand families through this program. Up to March 16, twenty-four projects have been launched providing for 3862 families. Numerous other applications are in process of investigation.

No one "model plan" is being followed. On the contrary, there has been a calculated diversification of method and policy in these initial ventures. The projects approved so far are:

Alabama—300 homesteads for industrial workers, half of them "white collar," on four tracts near Birmingham.
100 homesteads for stranded coal miners and lumber workers in Walker County.

California—140 homesteads for seasonal workers and the unemployed in the older age brackets, in the San Fernando and San Gabriel Valleys, near Los Angeles.

Delaware—70 garden homes for low-income workers on a 300-acre tract five miles from Wilmington.

Georgia—500 homesteads for families stranded on poor lands and for rural folk who have drifted to the cities, in Jasper and Putnam Counties.

Indiana—48 homesteads for low-income workers in the diversified industries of Decatur.

Iowa—50 (estimated) homesteads for stranded coal miners in Dallas County.

Minnesota—50 workingmen's homes for low-wage employes in the small industries of Austin.
52 homesteads for part-time industrial workers near Duluth.

Mississippi—125 homesteads for part or full-time employes in five communities: Meridian, Hattiesburg, Laurel, McComb and Tupelo.

New Jersey—200 homesteads for Jewish needle workers of New York, Philadelphia and Newark, at Hightstown.

New York—33 homesteads for low-wage and unemployed workers now living in Rochester.

North Carolina—300 homesteads for farmers now on relief, in Pender County.

Ohio—200 homesteads for unemployed members of a self-help organization, in five tracts at Dayton.
250 homesteads for general workers, some of them partially employed, at Youngstown.

Pennsylvania—100 homesteads for stranded coal miners, in Westmoreland County.

Tennessee—200 homesteads for sub-marginal farmers, stranded coal miners and lumber workers, in Cumberland County.

Texas—100 homesteads for unemployed or under-employed workers of Houston.
100 homesteads for a similar group selected from Fort Worth and Dallas.
150 homesteads for selected residents of Beaumont, Three Rivers, and Wichita Falls, on three separate tracts.

Washington—60 homesteads for under-employed workers at Longview.

West Virginia—200 homesteads on a 1100 acre tract, in connection with an experiment in decentralized industry, near Morgantown.
125 homesteads for stranded miners and lumber workers, and submarginal farmers, in the Tygart Valley, near Elkins.

Wisconsin—410 forest-farm homesteads in the cut-over section in the northern part of the state.

The New York Report

WHEN *New York State* pauses in its relief work to summarize its expenditures, the result is an impressive figure. The TERA recently announced that in the two years and a quarter since it was formed, the public agencies in the state had distributed $217 million in the relief of unemployment. Slightly more than half of this total was spent in the form of work relief, the rest in home relief. CWA expenditures of $41 million are not included in the computation.

More than 600,000 family groups of the needy unemployed received relief in this period, the report shows, including at least two and a half million persons. The children under sixteen years of age in these families numbered over a million, this being one third of all the children in the state.

Subsistence gardens are credited with having yielded a million and a half dollars worth of produce during the past two summers, thus supplementing the relief outlay to that amount. Remittances to parents from New York boys in CCC camps added $3 million more to the grand total.

New York City's needs accounted for a little more than fifty percent of the aggregate public-relief expenditures within the state.

"There can be no minimizing the fact that the burden of this aid has been and continues to be heavy," says the TERA report. But "these men and women who have been receiving relief are typical Americans from all walks of life [and] the assistance which has saved them from defeat and complete loss of morale has been an investment in the future of the community in which they will now

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be able, by virtue of the aid received, to resume their positions when normal conditions are re-established."

The Wicks Law under which relief in New York operates, was amended in March to admit the discretionary use of cash grants in lieu of food and other orders for home relief. (The payment of work-relief wages in cash has been and remains mandatory under this law.) There is no doubt but that the Department of Public Welfare in New York City, whose new director, William Hodson, has been active in securing the passage of the amendment, will be one of the first cities in the state to use cash relief in selected cases.

The Seattle UCL

ON the occasion of a visit to Seattle in 1932 one of the editors of this department strongly urged the need of keeping a current "case-record" of the pioneering experiment in self-help under the Unemployed Citizens' League. Such a record has just been published by the University of Washington, Seattle. (The Unemployed Citizens' League of Seattle, by Arthur Hillman, 50 cents.) Mr. Hillman shows with great clarity how internal dissensions developed, due to "boring from within" by the Communist Unemployed Councils; how the self-help idea was smothered by the developing urge to get into politics; how moderate leadership was ousted, and the promising rapprochement with a liberal-minded group of business men and citizens was thrown out of the window; how the politicians whom the League helped to elect played them false, and how the county authorities, who had entrusted the League with the responsibility of disbursing relief from public funds to its own membership, repudiated the arrangement, charging the League with dishonesty which has never been proved. The victim of over-enthusiastic and misleading publicity, exploited by politicians with axes to grind, rent by internal dissentions, the League nevertheless came through with one important contribution in this depression—the idea of self-help and participation in the relief job by the recipients themselves. This report leaves a strong impression in the mind of the reader that cooperative production-exchanges should be absolutely divorced from the political activities of the organized unemployed; and that for their own self-protection, such organizations should not become the disbursing agents of relief to their membership which is paid for out of public funds.

FERA and Education

THE federal relief administrator has indicated that Adult Education is to receive continued support, in season, through educational work-relief grants despite CWA and CWS curtailment in other directions. The social worker may be interested therefore in a classification of subjects included in such a program.

According to a New York State grouping, topics of educational interest to adults fall under seven main headings: general, including English to foreigners, homemaking, and languages; commercial; art; technical; music; recreation; and shop practice.

Under these heads, the New York authorities list some two hundred subjects from which the following are chosen to illustrate the breadth of the field: arts and crafts, automobile repair, book discussion, child care, dress design, dancing, electricity, first aid, grocery-store administration, gymnastics, hobby clubs, journalism, landscaping, orchestration, personal appearance, public speaking, photography, radio, story writing, typing, trigonometry and weaving.

The United States commissioner of education has addressed a series of bulletins to all administrators of emergency educational programs, stimulating them to make their instruction as varied as possible, in order that all types of interests may be served. The New York list has served as a model in this connection.

While the general adult-education program will be suspended during the summer months, according to present indications, the instruction given to illiterates will go forward throughout the year without interruption. The classes devoted to vocational rehabilitation will likewise continue. All elementary school and college aid will end, temporarily, at the close of the school year. Approximately 50,000 teachers are on the federal payroll in the various sectors of the broad educational work-relief program. The nursery-school program is undergoing reorganization looking toward a more intensive development in areas which greatly need the service.

In *Missouri* an unusual twist has been given to the university work-relief set-up. A short course in public welfare has been mapped out to run from March 9 to June 7, with each of the counties asked to select an outstanding unemployed college graduate with farm background to enroll on a work-relief basis. "We have not been able to find welfare workers qualified to carry on rural social work," says the announcement, "and have set up this project in an effort to meet the emergency."

Residuary Legatees

WITH a growing realization that "the emergency" is no longer such, and that relief on a large scale looms for many years ahead, discussion is beginning to be heard as to what should be the permanent set-up to administer the burden.

Recognizing that a state public-welfare program should integrate the services offered to all those in need, *Pennsylvania* has placed its newly organized Old Age Pension and Blind Pension administrations under the Mothers' Assistance Fund in the state Department of Public Welfare. *Delaware* has by recent act of the legislature created a Welfare Commission which has taken over the administration of relief from township and county officials, and made relief in that small state a function of the state government itself to be administered through county branches. Unemployment relief is still in the hands of the state ERA, but the Welfare Commission is developing a plan under which it can pick up this load also, whenever the time arrives for the emergency body to lay it down. In *Ohio*, the director of Division of Charities of the State Public Welfare Department is attached to the state ERA as case consultant, and the function of certifying social workers for employment by the ERA has been delegated to her (see Certified Relief Workers, page 131 this issue). The appropriate division of the Public Welfare Department is thus closely in contact with unemployment-relief problems and personnel, and in position to take over whatever duties may be released to it at the termination of the emergency.

Uneven Unemployment

THE Research and Planning Division of the NRA is authority for the following data:

The relative intensity of unemployment varies greatly between industries. An adjustment of the most careful available breakdown of figures as between groups, to the total industrial unemployment estimate of 11,690,000 of William Green of the American Federation of Labor, for the month of January gives the following result:

Unemployment by Groups of Workers

Service Goods Industries	4,770,000
Consumption Goods Industries	880,000
Durable Goods (essentially capital goods, of which building accounts for unemployment of 2,465,000)	6,040,000
	11,690,000

With this information, it is possible to deduce the extent to which it would theoretically be necessary for each group to reduce hours in order to absorb its own unemployment. The necessary reduction in hours per week would be somewhere between 20 percent and 25 percent for service workers (including civilian workers of the United States government, the largest single employer in this group); slightly more than 5 percent in the case of consumers-goods industries; and approximately 60 percent from present levels for workers in the durable goods—essentially capital-goods industries.

A work week of slightly more than twenty hours in coal mining and about fifteen hours in mining other than coal would be required. Fragmentary data suggests that in the construction industry, certainly little more than ten hours per week could be provided. Limitations as to the quality of statistical information available must be frankly admitted; the above figures represent approximations—no rigid accuracy can be claimed.

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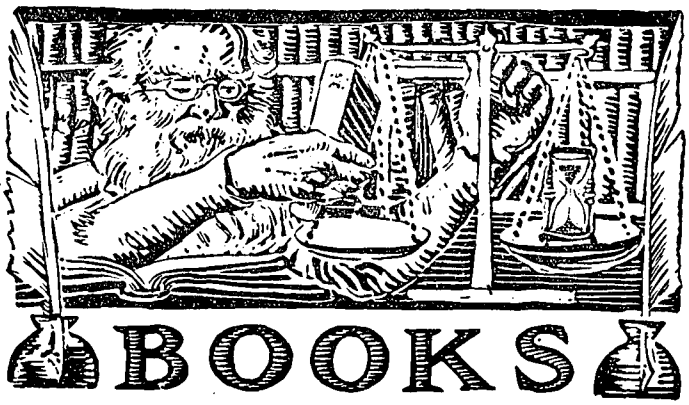

Psychology—Social and Individual

HOW THE MIND WORKS, *by Cyril Burt, Ernest Jones, M.D.; Emanuel Miller, M.D., and William Moodie. Appleton-Century. 333 pp. Price $2.50 postpaid of The Survey.*

SOCIAL PSYCHOLOGY, *by Abraham Myerson, M.D. Prentice-Hall. 625 pp. Price $3.50 postpaid of The Survey.*

PSYCHOLOGY OF ADOLESCENCE, *by Karl C. Garrison. Prentice-Hall. 359 pp. Price $3 postpaid of The Survey.*

CYRIL BURT has edited a series of talks which were originally delivered as broadcasts upon psychology. They form a popular discussion of the psychological factors entering into the mentation of the adult, the child and society. There is a discussion of the Conscious Mind by Cyril Burt, and the Unconscious Mind by Ernest Jones; the Psychologic Problems in the Development of the Child, and Personality by Emanual Miller; Problems in the Treatment of the Child are discussed by William Moodie; finally, How the Mind Works in Society in terms of the Psychology of the Sexes, Nations, Politics, Leisure, Art and Religion is revealed. One would like to believe that psychology may be sufficiently effective throughout Europe and the globe so that "we may unite the entire population in one commonwealth and give it a character of its own, and thus ultimately evolve not only a national consciousness but a world consciousness, not only an ideal for each country, but an ideal for the whole human race."

Dr. Myerson's approach involves discussions of General Social Psychology, Social Psychology of the Family, Misdoing—with, however, the greatest special emphasis upon what he calls Visceral Social Psychology. He presents a general social psychology as one who regards visceral organic structure as the basis of psychological problems. He views man as an individual but primarily as a member of the group; hence most of the psychological difficulties arise from the struggle between ego desires and social regulations. Therefore, to understand man, one must understand his relations to the society in which he lives.

Basicly regarding the cortex as an organ of social experience through which the social environment controls man, it is obvious that the nervous organization must function through voluntary social activities, and in these includes all visceral activities. Society in turn evaluated visceral responses in terms of their propriety, morality and fitness which, in turn, were crystallized into laws, codes and customs. Under such circumstances the approval or disapproval of society or a group brings about struggles within the individual. It is obvious, therefore, that misdoing is based upon basic undercurrents and desires unacceptable either to society or the individual. This is Dr. Myerson's explanation of crime.

The volume is simply, clearly and lightly written. There are occasional errors of statement, probably inadvertent outgrowths of the author's preconceptions. The social emphasis, along with his general rejection of psychoanalytic concepts, reveals his definite and generally consistent viewpoint. He manifests considerable originality in the presentation of old facts in new forms, and in putting interpretive embroidery upon ideas not wholly accepted. This, however, is part of the charm of Dr. Myerson's writing.

Professor Garrison primarily has prepared a textbook for college students who have not yet emerged from their own adolescence. Along with this purpose is a desire to supply simple material for those who must deal with adolescents either in the home or in an institution devoted to academic, vocational or avocational studies. The discussion contains little that is new and depends mainly upon a mode of presentation common in secondary schools rather than in colleges. It is adequately supplied with bibliographic references, footnotes and an index.

IRA S. WILE, M.D.
New York City

Action Out of Fact-finding

DYNAMIC SOCIAL RESEARCH, *by John J. Hader and Eduard C. Lindeman. Harcourt Brace. 231 pp. Price $3.50 postpaid of The Survey.*

UNFORTUNATELY this will not be a popular book. Its form of presentation is not easy. Yet what it has to say is significant and needs attention, first at the hands of social scientists to whom it is addressed and second, industrialists who might profitably take account of at least part of its message.

Immediately, the book deals with an effort to understand employe representation or the company union as an agency of group managerial relation with workers. Having started thus, however, it evolved into a study of the categories in which social research can fruitfully be pursued, and of the methods of such research as distinct from those of the physical sciences. A fourth section analyzes specific techniques of social inquiry, such as the interview, observation, case study and the like.

The emphasis throughout upon the impossibility of disinterestedness, complete objectivity and dispassionateness in the social sciences is sound and needs proclamation from the housetops. "Any scientific method which aims to reveal significant [social] facts," say the authors, "must be one which is inclusive of these subjective elements" (namely, human wishes, values, drives, desires and purposes). Hence methods of discovering the rôle, weight and impact of these forces become urgently needed, as corollary factors in all social research.

Social "gradualists" (the authors' phrase) and philanthropic foundations in the social sciences need to be reminded that much research is all too sterile because it is all too factual. Facts are of value, they remind us, as they have meaning and significance in the direction of improved human control. Hence they suggest that research situations have to be approached in a frame of knowledge of human impulsions, of the *milieu*, of the interactions of these two and of the emergence of a new consequence observable as a result. And it is in relation to this frame or pattern of comprehension that the authors endeavor to view certain employe-representation conferences. But on this point their *obiter dicta* are the valuable features for no specific conclusions are advanced, or apparently intended. The conclusion, which really preoccupies the authors, they state as follows: "Dynamic social research is based upon the assumption that fact-finding should lead to action. Its major premise is that meaningful social action based upon knowledge will follow when social research is founded upon an inclusive epistemology and an experimental logic, that is, when its facts fall into a relativistic scale which bears some resemblance to life itself."

This admirable quotation, which indicates the major objective, suggests also the labored and difficult style which handicaps an otherwise valuable treatise.

ORDWAY TEAD
New York

Social Work and the Law

THE FAMILY AND THE STATE, *by Sophonisba P. Breckinridge. Univ. of Chicago Press. 565 pp. Price $3.50 postpaid of The Survey.*

THIS book should lessen appreciably the social distance between lawyers and social workers. Down the dark corridor connecting these two professional groups are occasional lights—courses in law in schools of social work, legal-aid clinics, books and articles. All too little material is available. The present volume is a distinct contribution.

It contains legal materials from the point of view of the social worker on marriage and divorce legislation, reciprocal rights of husband and wife in the person of each other, property rights of

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husband and wife, parent and child, guardianship, apprenticeship, adoption, illegitimacy and the termination of the marriage tie otherwise than by natural death. The documents include the orthodox statutes and cases; but of particular interest are attorneys' general opinions, parliamentary debates, reports of legislative committees.

To the lawyer, the relative amounts of space allotted to each subject are of interest. Matters that to the attorney loom large, such as divorce, occupy but few pages.

One could wish that recognition might be given to the importance and dearth of test cases in the appellate courts to determine broad social principles. Corporations, labor, capital, various economic groups strengthen the recognition of the principles for which they stand by the device of taking up on appeal test cases and forcing the courts to consider them. Social workers too often adhere to this idea of relief by the legislature alone. Perhaps the next volume in the present series will deal more fully with the possibilities of thus developing the case law as to social work.

The selection of documents is made with discrimination. The result adds information to the lawyer's data found in legal case books rounding out his mental picture of the problem. To the social worker it gives a fundamental mass of facts absolutely necessary to an understanding of our present legal situation with regard to family affairs. The law in approaching property problems has achieved success by a procedure which is as definite and final as a surgeon's knife. In dealing with human beings our legal system has yet to evolve a satisfactory process akin to the treatment afforded by the practitioner of medicine. This book will aid both groups in their efforts toward a mutual understanding. Miss Breckinridge's broad vision insures the effectiveness of the material.

Duke University JOHN S. BRADWAY

Evaluating Social Work

MEASUREMENT OF GOODWILL, *by Lester W. Bartlett and Wilbur W. White. Association Press. 153 pp. Price $2 postpaid of The Survey.*

TO many people the very title of this study will be disgusting. But once it is admitted that community chests can hardly be expected to support character-building agencies (as they are not very happily called) on the basis of self-evaluation, the question which this book is trying to answer becomes quite respectable: What does the community think of their usefulness? Obviously, membership statistics by themselves offer no sufficient guidance; nor does a general impression that the members are exposed to influences that improve the quality of their citizenship. What is needed is a composite index of the institution's position in the life of the community, including distribution and persistence as well as size of membership, the quality of financial support, the interest shown by board members and their standing, the number and kind of outside demands on the time of the staff, the space commanded in the local newspapers, and the like.

Objective tests of this sort—which, of course, do not touch the imponderable qualities of the influences that emanate from the institution—were applied by the authors to the YMCA in eight small cities. They do not pretend to measure more than the goodwill of the community toward these institutions. Whether givers would be justified in permitting the resulting information to determine their judgment as regards the worthwhileness of these social agencies is decidedly open to question. But as a demonstration of a practical technique for ascertaining one element of interest to the giver, this study is unique and helpful.

BRUNO LASKER

Society and the Blind

BLINDNESS AND THE BLIND IN THE UNITED STATES, *by Harry Best. Macmillan. 704 pp. Price $6.50 postpaid of The Survey.*

THIS admirable book in its revised form gives a comprehensive survey of the subject from the standpoint of social economy. The author pictures for us the blind as they exist in society today and relates what has been done for them, considering the correctness and adequacy of the treatment afforded. Finally he suggests the duties of society toward its blind members. "Some of the most important work yet to be done for the blind is the securing an intelligent understanding in respect to them. When this is accomplished, the way for the betterment of the condition of the blind will be materially smoothed."

Measures taken for the instruction of children, the author finds, take the lead in organized work. This encourages the hope that satisfactory planning will eventually improve the status of the adult blind. The most effective means of lessening the evils of blindness is prevention, a phase of the work now receiving foremost attention as 72 percent of blindness is said to be preventable. Vigorous efforts are made to arrest blindness by providing swift and skilled attention. Two diseases, ophthalmia neonatorum and trachoma, have yielded in a marked degree to treatment. Statistics show that blindness is tending to decrease. Professor Best believes that the way to secure well-being and happiness for the adult blind is to provide them employment, which is a problem on which workers for the blind now center their efforts.

The book is interesting reading and is especially valuable to students, social workers, educators and others interested in social betterment. JANET G. PATERSON

Head Teacher, Braille and Sight Conservation Classes, Public Schools, Newark, N. J.

Poor Little Rich and Poor Boys

CHILDREN OF PRESCHOOL AGE, *by Ethel Kawin. University of Chicago Press. 340 pp. Price, $3.50 postpaid of The Survey.*

PROBLEMS OF PRESCHOOL AGE, Nine Case Studies, A Preprint of Part I from Children of Preschool Age, *by Ethel Kawin. 96 pp. Price $1 postpaid of The Survey.*

TWO books in one pair of covers, this volume includes in Part I a description of the preschool department of the Illinois Institute for Juvenile Research, and the case stories of seven typical young children. Part II presents three research studies made by the division. The general reader will find much of interest in Part I. Probably only the expert will be undaunted by the scientific jargon and the statistical data of Part II. The first of these research studies, which compares with surprising results the mental test scores of a group of nursery-school children from tenement homes with those of nursery-school children from a wealthy suburb, was more briefly and less technically presented by the author in Survey Graphic in October 1933, page 502.

The fresh and vivid case stories in Part I illumine two points that we cannot afford to overlook today. One is the thanklessness of the task that confronts psychiatric social workers, however skilled and devoted, in trying to help families "adjust" to an intolerable situation of unemployment, insufficient food, wretched shelter and constant fear. The other is the fact that comfortable surroundings are no insurance against "behavior problems." The home where there is disagreement and tension, where the mother "has little time for the children," where discipline is erratic, irritable and unintelligent,—that home, whatever its economic level, is apt to produce a "problem child." Given such circumstances, a governess, "modern toys," a well-balanced diet, a "progressive" school, do not make the poor little rich boy poised, courageous and friendly. On the other hand, tenement-house conditions fail to mar the personality of the child of affectionate, harmonious and sensible parents. BEULAH AMIDON

How to Rebuild

THE REBUILDING OF BLIGHTED AREAS, *by Clarence Arthur Perry, Regional Plan Association, 64 pp. Price $2 postpaid of The Survey.*

THE underlying purpose of this volume is to demonstrate the applicability of the "Neighborhood Unit" idea not only to metropolitan areas but to any city where residential regions are to be laid out or made over, and more specifically to offer a definite plan which will be applicable to the current emergency. A special area—typical of blighted districts the country over, is selected for "treatment." It is handled as a unit and is large enough to permit

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the economics of mass reconstruction, to establish its own neighborhood atmosphere, and to provide on a moderate rental basis such amenities of light, air, recreational spaces and pleasing outlook as are seldom available in cities even to the wealthy. Here is no theoretical program, for it rests on a solid business foundation of careful cost estimates. A noteworthy contribution to the science of city planning is the discussion of the legal aspects of assembling large acreage, in which is offered a method to deal with the problem of minority owners who not infrequently are able to prevent the carrying out of an otherwise possible and necessary project.

Since blighted areas are a growing menace to all large cities, and since the depression with its special emphasis upon slum rehabilitation has greatly increased the need for developing satisfactory standards and principles for rebuilding such areas, this cooperative undertaking of the Recreation Department of the Russell Sage Foundation and the Regional Plan Association is especially timely and of practical value. It aims to demonstrate that if known principles of city planning are applied to the rehabilitation of blighted areas located within convenient distance of the center of the city a quality of apartment-house life as yet unknown in American cities is attainable, under normal conditions, at from $10 to $21 a room and under the unusual current financial and construction opportunities, at as low a rental as $6.

LOULA D. LASKER

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

MAN AND THE VERTEBRATES, *by Alfred Sherwood Romer. University of Chicago Press. 427 pp. Price $3 postpaid of The Survey.*

THE story of the relation of man to the animal kingdom, worked out to meet the need for a not too long or technical text for the comprehensive course in biology initiated at the University of Chicago under the new plan of college work. The many illustrations add vividness to the clear and interesting discussion.

FINAL REPORT OF THE COMMISSION ON MEDICAL EDUCATION, *Columbia University Press. 560 pp. Price $2 postpaid of The Survey.*

THE work of a distinguished commission of physicians and educators headed by A. Lawrence Lowell, this report is indispensable in its particular field. The breadth of the viewpoint of its initial chapter, Public Aspects of Medicine, and the range of data on physicians, hospitals, sickness insurance and other topics contained in the appendix make it also of special value for reading and reference in the wider field of socio-medical questions.

INDUSTRIAL HEALTH SERVICE, *by Leverett D. Bristol, M.D. Lea and Febiger. 170 pp. Price $2 postpaid of The Survey.*

FACTS and problems concerning the health of industrial workers with sections discussing the responsibilities and opportunities of personnel and medical directors, supervisors, and workers themselves. Formerly health commissioner of Maine and professor of preventive medicine and public health at the University of Minnesota, Dr. Bristol now is health director of the American Telephone and Telegraph Company.

CLOSED DOORS—Studies of Deaf and Blind Children, *by Margaret Prescott Montague. Houghton Mifflin. 218 pp. Price $2 postpaid of The Survey.*

INCREDIBLE as it may seem, there may be readers whose understanding of deaf and blind children has never been flood-lighted by the opening of these Closed Doors by Margaret Prescott Montague. The publishers have brought out a new edition with added material which we are happy to greet with a quotation from our review of the first edition in The Survey of December 11, 1915: "With a hand so sure and gentle that it seems almost gifted with the 'butterfly touch' of the little blind fingers she mentions so often, Miss Montague has knocked at the closed doors of our sight and hearing

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and opened them to an understanding of the child life that is lived in silence or darkness. For these boys and girls of the Lomax State School are not little tin soldiers reciting the Psalm of Life in unison but rollicking youngsters, full of life, with each a personality of his own."

A HISTORY OF EVERY DAY THINGS IN ENGLAND, 1733 to 1851, by *Marjorie and C. H. B. Quennell. Scribner's. 222 pp. Price $2.50 postpaid of The Survey.*

THIS is the third volume in a four-part history of England in which the captains and the kings have only an occasional line, and the story is that of everyday living in towns, villages and farms. There are sections on such homely matters as cooking, plumbing, clothes, light which keeps these ordinary things in true perspective as the factors that most directly concern the comfort and well-being of ordinary mortals. Line-drawings, diagrams, reproductions of paintings and photographs are used copiously in telling the story which, set down for boys and girls, is rich in interest for their elders.

COMMUNICATIONS

The Survey Idea

TO THE EDITOR: When I heard Secretary Ickes speaking to the Survey Associates, I felt like cheering, even though his words were coming to me out of a small brown box. When I finished reading the same speech just now in The Graphic, I still felt like cheering —it reads even better than it sounded. I wanted to write him a letter,—but when I thought of the thousands of letters written to him,—which he cannot possibly read, and which he ought not to take the time to read, because he knows where he is going and is very busy traveling that road,—I decided that I should write you and if you have space to print it, Ickes might read it, because I think he is the kind of man who will find time to read The Survey. The habits of a lifetime will not be broken, even though one be raised to the seats of the mighty.

In a sense, the present administration is a great triumph for the Survey Idea. I suspect most of the men who are standing out in front, who are the chief assets of the administration are and have long been constant readers—Ickes, Collier, Perkins, Wagner, Hopkins, Morgan, Mr. and Mrs. Roosevelt almost certainly; probably Wallace, Tugwell, Berle, Morgenthau; and possibly General Johnson even. I doubt whether the liabilities ever read it; Jim Farley almost certainly not.

The Survey Idea briefly is Social Intelligence. This is about the first time that social intelligence has been made functional to any extent in our country. Whether those charged with the responsibility can carry on and come through, I don't know, but as long as Ickes, Perkins and Wallace are on the job, I shall remain hopeful.

Perhaps Ickes can be president in 1940,—or Wallace. If so, we may escape another depression in 1950 worse than this. I am quite convinced we must pass out of the "voluntary cooperation" stage quite soon and begin to "crack-down on" the unpatriotic malefactors of great wealth,—else the whole program will fail,—or succeed only well enough to insure another bigger depression in the next generation.

READ BAIN
Department of Sociology
Miami University, Oxford, Ohio

Exit Common Law Marriages

TO THE EDITOR: May I call the attention of your readers to an important change in the law of New York State in relation to marriage. This change, invalidating all future common-law marriages, was made by the legislature last April, but the bill was passed so quietly that few persons even today are aware of the accomplishment.

Common-law marriages in New York State have had a stormy career for over a hundred years. Recognized as valid during the first fifty-four years of the state's history, they were invalidated in 1830 (in the opinion of the eminent Chancellor Kent); they were restored by the legislature in 1831, were invalidated again in 1901, restored a second time in 1911 by judicial decision interpreting an act of 1907, and finally invalidated for all time, it is hoped, by last year's legislation.

Because social workers in this country are frequently confronted with the damage done to family life by what Chancellor Kent called this "loose doctrine of the common law," they have repeatedly joined forces with other groups, such as the Commissioners on Uniform State Laws, in attempts to require witnesses and a public record for all marriages. These attempts have failed more often than not, but in the states where they have succeeded social considerations seem to have been of less account in bringing about the change than a perception by those responsible for invested capital that property titles are left in jeopardy if, through an unknown and unrecorded alliance, a successful claimant to a share in the estate may at any time arise.

It now appears that the successful movement in New York State—in which social workers had no part—had a similar origin. In a recent article Senator George R. Fearon, of Syracuse, sponsor of the New York bill, states that his amendment was introduced on the recommendation of the Commission to Investigate Defects in the Laws of Estates. "Common-law marriages," he explains, "have been the basis of many attempts on the part of unscrupulous persons to blackmail both individuals and the estates of decedents. Many fraudulent claims have been filed against estates and decedents and have given rise to unnecessary and costly litigation."

The experience of New York State in this particular should prove of assistance to social workers in the twenty-three states in which the common-law rule still prevails, when further efforts are made to eliminate that outworn feature of their laws.

Editor, Social Work Year Book FRED S. HALL

Artists for Camp Counselors

TO THE EDITOR: The College Art Association has at present about 150 art teachers in boys' clubs and neighborhood houses who are working with groups of children and adolescents in a CWA project. The results have been most gratifying not only in their social significance but also in raising the standard of this especial type of teaching to a very appreciable and noteworthy degree.

The summer camp season is approaching. The CWA project is soon to terminate. We are again faced with the great need of the artist. Because of the leadership and experience which this group has had in this project during the winter we are led to ask that they be given an opportunity to be considered as counselors in the summer camps. Their teaching includes the following arts: painting, sketching, sculpturing, wood carving, commercial arts, arts and crafts, all types of block printing, metal work, stage craft, including marionette making.

We ask you to bring this to the attention of your readers and for all inquiries to address the College Art Association, 137 East 57 Street, New York City.

Director of Social Activities FRANCES M. POLLAK

1000 Delinquents

TO THE EDITOR: Dr. Cabot's review of one thousand Juvenile Delinquents by Sheldon and Eleanor T. Glueck in the February Survey, brings to mind some interesting questions.

Are we justified in taking a definite number of cases from a well-defined locality and from the findings of those cases relative to delinquency, come to any conclusion as to the probabilities of a successful or unsuccessful treatment or therapy of a delinquent boy in that or any other locality?

Of what value is the science of probabilities in the diagnosis of a given case of social maladjustment?

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Are not the elements involved in a given case of social maladjustment so numerous, so complex and so indefinite in their degree of influence that numerical ratios established by the symptoms of behavior in a number of other cases must of necessity be worthless aside from factual knowledge?

Can we profit by a numerical study of the natures, environments and habits of a group of delinquent boys as we might in the study of plants or animals?

Are reliable factors of prediction possible in human beings?

If a boy's background consists of "social inadequacy, unwholesome psychological atmosphere, poor heredity, low moral standards and family criminality" and such background is responsible for his behavior, of what avail are attempts to change his behavior? Can you destroy that background? Either the background had nothing to do with delinquency or if it did, it can not be of any assistance now unless it is changed.

Dr. Cabot believes that the criminal is not like the rest of us. Is it not because he *is* like the rest of us in most instances that he develops the urge to do unlawful acts? For example, is not the urge to steal the product of the desire to have things that are lacking or can not be had? Are individuals alike because they have common likes and desires or because of the success they have in the realization of those likes and desires? It occurs to me that a boy who has a common desire with another boy and failing to realize that desire like his more fortunate brother, commits a crime in the hope that such desire may be realized is not different, but has merely resorted to the only avenue he thought open to him for the realization of the desire he had in common with the other boy in the first instance.

PHILIP SCHOENBERG
Member of The Jewish Big Brother Association of Cleveland

TO THE EDITOR: I have read Dr. Cabot's article in The February Survey regarding the Gluecks' study of One Thousand Delinquents in Boston. Since reading it my attention has been called to a study of the membership of the Worcester Boys' Club made in 1931 of the boys who were members of the Club in the years 1915–18 inclusive. Of 3533 boys, 2421, or 71 percent, were located approximately fifteen years later. Only 168, or 7 percent of them had been arrested for delinquency or crime in the fifteen-year period. All of the members of the Worcester Boys' Club then and now come from the poorest sections of the city out of which come the largest number of delinquents.

There is a very close tie-up between the Juvenile Court and the Worcester Boys' Club. A very large percentage of the delinquents who appear in court are brought into the activities of the Boys' Club. At the time the study was made only four out of the whole number were found to be in jail.

The survey revealed many other facts as to occupation, education and marital situation but it seemed to me that the figures as to crime and delinquency are significant in relation to the Gluecks' study.

Is it not possible that the occupation of leisure time in wholesome activities under good leadership would enhance greatly the effectiveness of the Juvenile Court and the Child Guidance Clinic? A program of interesting, normal activities in which boys find joy and satisfaction appears to promote a positive and powerful constructive force in their lives. Could it not be integrated with other scientific services in the field of education and social service?

A. E. HOWELL
General Supervisor, Board of Public Welfare, Worcester, Mass.

Family Education

TO THE EDITOR: The Children's Bureau has been notified, first through official channels and also by a letter from the officers of the Congress itself, that a Fifth International Congress on Family Education is to be held in Brussels in 1935. Information as to the Congress can be obtained from the Bureau Exécutif, 22, Avenue de l'Yser, Bruxelles, Belgium.

Chief, US Children's Bureau, Washington GRACE ABBOTT

What social workers have wanted for years

an **INDEX**
to the 60 volumes of

National Conference of Social Work *Proceedings*

is now being prepared and will be published June 1, 1934. The authors of the INDEX are Bertha Freeman Hooper and Alice P. Atkinson.

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Miss Bailey Says — The pamphlet containing the first eight of the lively articles written for The Midmonthly Survey by Gertrude Springer, has proved so popular that we are bringing out a second pamphlet, comprising the second half of the series — articles 9–16, appearing in the Midmonthly from November 1933 through June 1934. Series **II** will be available May 15.

The routine of mass relief, long endured, has imposed heavy strains on the nerves of worker and client alike. Miss Bailey brings ease, good judgment and tolerance to bear on the day-by-day problems of her workers as she talks over with them bona fide situations testing the patience and understanding of experienced social workers as well as those to whom the work is new. Some indication of the practical helpfulness of these informal discussions is the fact that over 8000 copies of Series **I** have been sold.

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GOSSIP: of People and Things

Congratulations, Your Honor

NOT for many a moon have The Survey editors felt such personal satisfaction in a public appointment as was theirs in the word from Washington that President Roosevelt had named Judge Florence E. Allen of the Ohio State Supreme Court as a judge of the United States Circuit Court, Sixth District, where, it may be said in passing, she may be at times a colleague of the vice-president of Survey Associates, Judge Julian W. Mack.

Judge Allen, daughter of Utah, resident of Cleveland, is the first woman to be raised to this judicial rank. But it was not because of that that The Survey editors greeted each other one snowy March morning with, "Isn't it grand about Judge Allen?" but because of the kind of human being this Judge Allen happens to be, because of the qualities of mind and character, fortified with learning and experience, which so eminently qualify her in their opinion for high responsibility. Judge Allen has just turned fifty, young as judges go. Still plenty of time for the next step, up to that highest bench of all. And sooner or later, some woman may take that step.

DRAFTED originally from the Catholic Charities to the impossibly complicated task of organizing and administering home relief in New York City, Mary Gibbons has resigned from the public office, after more than two years of grueling service, and has returned to her first love to head its division of families, succeeding the late Rev. Thomas L. Brennock. Appointed as the new director of the Home Relief Bureau, probably the world's most thankless job, is Edward Corsi, settlement worker, long associated with Haarlem House, whose record as immigration commissioner at Ellis Island the past two years or so is a bright spot in recent history.

A. L. WIRIN, attorney for the Southern California branch of the Civil Liberties Union, has joined the staff of the national office in New York as assistant to Roger N. Baldwin. His particular responsibility will be in connection with the Lawyers' Research Service formed by the CLU in cooperation with the International Juridical Association.

JOANNA C. COLCORD, of the Russell Sage Foundation and likewise of the contributing staff of The Survey, has been appointed by President Roosevelt as a member of the Advisory Council to the Virgin Islands Administration, a body including the secretaries of interior and agriculture and business and professional men and others concerned with the economic condition of Negroes in the Islands.

HAVE you met Miss Bailey? Your chance will come at the National Conference of Social Work in Kansas City next month. The Committee on National Conference Exhibits have booked her along with other stars as one of the daily features showing in the exhibit room. Our guess is that Miss Bailey in person (with tea if you like it that way) will bring out a record crowd. Not only her friends, the Midmonthly readers, but the seven thousand or more who bought her little pamphlet will be there to shake her by the hand.

COLUMBIA University, recognizing its obligation to share its treasures, has accorded leaves of absence from academic duties to Profs. Adolf A. Berle and Joseph D. McGoldrick both now in the front-line trenches of the new city administration.

THE National Health Council, which counts nineteen organizations in its membership, has elected Colonel Theodore Roosevelt, recently governor-general of the Philippines, as its president. Dr. William F. Snow has been president since 1927 at the same time serving as general director of the American Social Hygiene Association. While the office carries no compensation it is understood that Colonel Roosevelt will take an active part in general administration. Thomas C. Edwards is the executive officer.

GEORGE AUBREY HASTINGS who has been running his own public-relations office in New York since his follow-up work on the White House Conference on children ended, is now associated with Col. Theodore Roosevelt in the management of the National Republican Club, the Colonel as president and Mr. Hastings as secretary.

RECENT additions to the field staff of the FERA include Pierce Atwater of St. Paul, Winthrop D. Lane of New Jersey and Arch Mandel of Dayton all borrowed for the duration or for special assignments. Other borrowings include Robert Lansdale to reorganize unemployment relief in Massachusetts under a new administrator, Joseph P. Carney; William Coffey as administrator of Wisconsin succeeding Florence Peterson, Julius Stone as administrator in Florida succeeding Marcus Fagg and Gertrude Gates of Wisconsin as director of relief in Arkansas.

THE new Housing Authority of New York City, as well as a lot of individuals, is congratulating itself on having acquired as its technical director, Frederick Lee Ackerman, consultant to the housing division of the PWA and well known for his progressive and practical views and accomplishments in low-cost housing.

So great is the confidence of the powers-that-be in the Dayton homestead project (see Survey Graphic, January 1934, page 11), that four additional units involving a federal loan of $309,400 are being added to the experiment. The personnel of two of the units, all of which are within ten miles of the center of the city, will be drawn largely from groups identified with the self-help program initiated two years ago by Elizabeth Nutting of the Council of Social Agencies (see Organized Swap and Dicker, Survey Midmonthly, December 1932, page 682.) Another unit will consist of Negroes, mainly young families, while the fourth will include professional and office people and craftsmen from the building trades.

ROBERT D. KOHN, director of the housing division of the PWA, has been awarded the 1933 medal of honor of the New York Chapter of the American Institute of Architects.

COMMENTING on the occasional looseness of charges of political preferment, Margaret Reeves of the New Mexico CWA—now, alas, late and lamented—tells of two petitions which reached her office during the same week from the same community. One document protested against the employment on a CWA project of thirteen Democrats and only four Republicans. The other protested the employment on the same project of thirteen Republicans and only four Democrats. On investigation it turned out that it wasn't a CWA project anyway.

THE Family Welfare Association of America has a new membership plan which admits individuals, professional and lay, to the privileges and perquisites of the organization. Professional dues begin at $1, laymen at $5, but both may qualify for the upper brackets of contributing, sustaining and life memberships at $10 to $100.

Low-Lights of 1933

FROM the tablets of his memory B. G. Tobey, of the Bronx office of the New York AICP, has compiled some souvenirs of the year everybody wants to forget, which this department lifts bodily from the AICP News Bulletin:

Child labor was abolished and many adults entered second childhood.

Shaw failed either to shock or amuse New York while Harpo Marx captivated Moscow.

Chicago, with almost one million unemployed, presented The Century of Progress.

The Lord Mayor of London declared an "Employment Week" during which everybody was to have fun. He forgot to tell the unemployed just how or where, only when.

Calvin Coolidge, Ring Lardner and Texas Guinan died, and the NIRA, AAA, CWA, FPWA, FSRC, FERA were born (just to mention a few depression babies.)

Germany and Japan quit the League. Helen Wills defaulted, and Uncle Sam went off the gold standard.

WILLIAM H. SAVIN, formerly of Philadelphia but lately with the US Employment Service in Washington, has been appointed general secretary of the Associated Charities, Washington, succeeding Walter S. Ufford, who retired last month after twenty-five years of distinguished service.

THE death of Mrs. Josephine MacGowan, first head of Ohio's Minimum Wage Commission, has occasioned the promotion of her assistant, Louise Stitt, formerly with the department of economics of Ohio State University.

ARTHUR DUNHAM of Philadelphia is the new president of the Pennsylvania Conference of Social Welfare, Harry M. Carey and Abigail Brownell, vice-presidents.

IF the Adamowski-Ickes bill for a public-housing authority gets through the Illinois Legislature, as now seems certain, it will put

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the name of Anna Ickes into the legislative record for probably, and regrettably, the last time as an official sponsor of progressive social legislation. For Mrs. Ickes declined to run for reelection to the legislature and will presently retire from her avocation of lawmaker to engage in that of cabinet-lady, a byproduct of her vocation as wife of Harold L. Ickes, secretary of the interior.

They Organize in Pittsburgh

NOT even a Pittsburgh blizzard cooled the enthusiasm of employes of the Allegheny County Emergency Relief Board when, 200 strong out of a possible 400, they braved a March storm for the first general assembly of their newly formed Associated Relief Workers. Organization had been under way for a month with delegates from each district office meeting to frame a constitution, to nominate officers and to block out a program of action. At the assembly various members spoke on Why an Organization, What Has Been Done and What Action Next. Prof. Ralph E. Turner of Pittsburgh University spoke on Relief Workers' Opportunities. Kurt Anderson is president of the new organization, the stated purpose of which is "to promote a better understanding of the relief worker's problems and to encourage the adoption of better standards." Which statement, says the Pittsburgh Post-Gazette piously, "dispels any thought that the workers have formed a 'pressure group' or a 'union' for the mere purpose of obtaining higher wages or shorter hours."

FROM a cherished subscriber renewing her subscription, which happened to fall due on February 14, The Survey received this valentine couplet enclosed in a very hand-drawn heart:

Sugar and meat are off me-nu,
But oh, you Survey, I still love you!

AFTER leading the fight which resulted in the enactment, by referendum, of Ohio's new old-age pension law, Matthew L. Brown of Springfield, an officer of the Fraternal Order of Eagles, has been appointed to head the new state division of aid for the aged.

THE annual conference of the alumni of the New York School of Social Work, to be held on May 10, will buckle down to an all-day discussion of the place of professional social work in the public-welfare field. One of the ornaments of the profession in that field, Ruth Taylor, commissioner of public welfare in Westchester County, N. Y., is chairman of the conference.

ALLAN A. TWICHELL, the young architect who, as executive secretary, successfully organized the Housing Study Guild of New York has joined the staff of the TVA as administrative assistant to Earl Draper, head of the land planning and housing division.

THREE companion bulletins just issued by the Social Work Publicity Council focus on the theme of what competent social work is and how the public may gain understanding of it. Source Material on Competence in Social Work (20 cents) was prepared by the United Educational Program, National Council of Social Work, for a joint committee of the AASW and the Publicity Council. Public Opinion and the Social Worker (20 cents) was compiled from the Publicity Council's news bulletin. Introducing the Social Worker to the Broader Public (15 cents) is a paper given by Stanley P. Davies at a joint meeting of the New York chapter of the AASW and the Publicity Council. The three bulletins are offered as a set for fifty cents by the Publicity Council, 130 East 22 Street, New York.

CANVASSING its directory of social agencies, Boston finds that it has 317 entitled to quarter-century service stripes or better. Four agencies have been in service more than 200 years, and six more than 150; thirty-three have passed the century mark; 130 have been at it for more than fifty years and 144—striplings these—for more than twenty-five. The Boston Children's Friend Society is the latest to join the honorable company of centenarians, an occasion appropriately celebrated with feast and oratory.

IT took three days and national radio hook-ups to make the kind of a celebration that the friends of Rabbi Stephen S. Wise of the Free Synagogue, New York, felt that his sixtieth birthday rated. It began on the night of March 17 when Dr. Wise broadcast a special birthday message to his friends throughout the country. The next morning, Sunday, there was a special service at the Free Synagogue, also broadcast, followed by a large luncheon in which the Jewish Institute of Religion joined in doing honor. The following night came the Citizens' Dinner to Dr. Wise, the oratory and entertainment of which was broadcast for the benefit of similar gatherings of his friends up and down the country. At this dinner Dr. Wise was presented with a purse of $40,000 to be used for the causes closest to his heart.

IN time out from telling Mid-America about The Survey, Betty Mack visited her home folks and got acquainted with her young niece, Ruth Marie, aged five and very interested in letters and the mystery of their meaning. Returning from downtown one day she announced proudly, "I know how to spell bird." "You do?" replied Aunt Betty. "Yes, and I'll spell it for you." And she did—"N-R-A."

Camera Please

THERE ought to be something snappy in this about swords and ploughshares, but as it happened in Chicago it's about revolvers and pickaxes. More than 100 revolvers and guns confiscated in the Felony Court by Judge Harold P. O'Connell were melted down and made into tools,—spades and picks and what not,—for the use of CWA workers. The good judge,—and this rated a newspaper release from the Illinois CWA—tossed the guns into the melting pot and himself poured the molten metal. Without knowing much about it, it wouldn't seem to us that 100 guns would make enough shovels to be worth all that trouble, but then we never got our picture in the paper.

IN the well-designed four-page folder in which the Gads Hill Center, Chicago, tells the tale of its thirty-fifth year, a tribute is paid to the old stand-bys who have kept up their contributions year after year. Gads Hill counts eleven who have contributed regularly for twenty-five years or more, and fifteen who have given from fifteen to twenty-five years. Ruth Austin is the head resident.

A PORTRAIT of Vida M. Scudder, author, poet and Wellesley professor emeritus, has been presented to the college Art Museum by the Wellesley College Alumnae Council.

PENNSYLVANIA'S new law providing pensions for the blind is costing the Orphans' Guardians, Philadelphia, the services of its executive director, C. Marion Kohn who on May 1 will become county supervisor of pensions for the blind under the Mothers' Assistance Fund.

THE East Harlem Nursing and Health Service has a fine new home at 454 East 122d St., New York City, all due to the generosity of the Kips Bay Day Nursery Association. The building, a modern, fire-proofed three-story structure, was erected by the Association in 1929. When it was decided to give up maintenance of the nursery, the Health and Nursing Service was chosen as an heir worthy of the traditions of service to which the Association was dedicated, especially in the field of work for mothers and young children. An auxiliary committee of the Kips Bay group has been formed to continue interest in what, for them, is a new venture. There has been no change in the district boundaries of the East Harlem Nursing and Health Service, which extend from Third Avenue to the East River and 125th Street to 114th Street.

Higher Mathematics

A BEAUTIFUL example of just what you can do with percentages if you really put your mind to it is contributed by Robert T. Lansdale of the American Public Welfare Association, though where, in these busy days, he found time for such a statistical exercise is beyond this gossiper. As an evidence of the socialization of the US Indian Office he offers the percentages of Indian Office personnel, in certain states, who are members of the National Conference of Social Work:

Arizona	17
Montana	25
Nevada	100
Oklahoma	45
South Dakota	20
Utah	8
Wyoming	14

The catch in this is that there are just exactly twenty-three Indian Office people who are members of the National Conference. The rest is mathematics.

FLORENCE DOMINE, recently with the New York State TERA in the Buffalo district and before that with the Buffalo COS, has been appointed case supervisor of the New York Church Mission of Help.

A CO-ED who had been reading the health officer's weekly reports thought that "Total" must be an awfully malignant disease, as many dying of it as all the rest put together.—*College Humor.*

DR. WILLIAM H. WILMER of Baltimore will reach his seventieth birthday this summer and will retire as director of the Wilmer Institute of Opthalmology of Johns Hopkins Hospital. He will, happily, continue his research work and

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private practice. The institute, it will be recalled, was founded in 1925 with an endowment of three million dollars contributed largely by Dr. Wilmer's grateful patients.

A Use for Skyscrapers

A THOUGHT for the owners of the Empire State Building, Radio City and other monuments of the "good old days" is found in the tale of practical little Martha gleaned from the Bulletin of the Frontier Nursing Service. Martha, fresh from the mountains, was taken to Cincinnati for an operation. During her convalescence someone took her for a ride to see the sights of the city. Only the tall buildings drew comment. "Whe-ew," she observed, "wouldn't they hold a sight o' hay."

THE community study initiated a year ago by the Women's Club of Scarsdale, N. Y., under a committee headed by Mrs. Paul E. Illman, has resulted in the organization of a Social Service Council in which all sorts of local organizations are joining for united action. Mrs. E. D. McBride, a seasoned social worker who has been appointed executive secretary, will share her time with the village welfare office, an arrangement calculated to bring closer cooperation between public and private effort.

AT the recent annual meeting of the Jewish Welfare Board in New York, Judge Irving Lehman, president, some 290 constituent organizations were represented, some of them gray-beards in service. The YMHA of New York recently celebrated its sixtieth anniversary and the Philadelphia YM and YWHA will turn the same milestone next year. The YMHA of Mt. Vernon, N. Y., and the YM and YWHA of the Bronx will have their twenty-fifth birthdays this year.

THE New York School of Social Work has two foreign students this year, Constance Lam of Canton, China, preparing for a social-work career in her native country, and Hortensia Varas of Santiago, Chili, a bachelor of law of the University of Chili and one of the first women in her country to engage in juvenile-court work. Not quite so foreign is Charles H. Young of Nova Scotia who for the past two years has been teaching at Cornell.

CUPID has run amok of late in the Isabella Home for the Aged in New York, six of the old folk having decided to become three couples. The last event was a double wedding attended by all the board with a ceremonial dinner and wedding rings and bridal bouquets and everything. Both couples continue in residence. This is the same home that broke into the front pages some time ago when the old ladies went on strike against a "five o'clock in" rule. The "girls" made a big to-do about it, and the reporters loved it. The strike, said the management, was "amicably adjusted," but we've always wondered how.

IT was like old home week, Professor C.-E. A. Winslow told the banqueting Boards of Counsel of the Milbank Memorial Fund, to see Harry Hopkins again in a New York setting. But, he added, perhaps few of his friends could greet him quite as they had when he was merely one of them. To illustrate the difference he told a story from Lillian D. Wald's new book, Windows on Henry Street. Once when Tagore was a guest at the Henry Street Settlement a little girl, eyeing the great visitor's benign countenance and flowing beard, approached Miss Wald shyly and asked, "Is that God?" "No," Miss Wald replied, "but he's a friend of God." And so, to judge from the laughter and cheering, is Harry.

THE American Female Guardian Society and Home for the Friendless, which has had the courage to cling to its austere old name through thick and thin, has just celebrated its first hundred years. Started as the American Female Reform Society it opened a shelter for "women who wished to reform." Later its purposes were reshaped and its efforts are now largely confined to a home for children. Its board always recruited from conservative New York families, the society points with pride to the granddaughters and great-granddaughters of the founders who have maintained the family interest through succeeding generations. In 1836 the Society started a regular publication, The Advocate of Moral Reform, still published as The Advocate and Family Guardian, the oldest social-agency house-organ, so far as this department knows, in the country. If anyone knows of an older one we'd like to hear about it.

50 West 50

EARLY April saw the trek of the National Health Council and its satellites from the old quarters at 450 Seventh Avenue, New York, to new ones in Radio City. The whole health family is now occupying the eighth and ninth floors of the towering RCA Building. The address, easy for the worst remember, is 50 West 50th Street, New York. The agencies established there are:

American Child Health Association
American Heart Association
American Journal of Nursing
American Nurses Association
American Public Health Association
American Social Hygiene Association
American Women's Hospitals Association
National Committee for Mental Hygiene
National Health Circle for Colored People
National Health Council, including its library and other branches
National League of Nursing Education
National Organization for Public Health Nursing
National Probation Association
National Social Work Council
National Society for the Prevention of Blindness
National Tuberculosis Association

THE Community Chest of Erie, Pa., which has been without an executive for a year, has summoned Robert O. Loosley from Wichita, Kan., where he has managed the chest for the past four years.

DEATHS

HENRY GLOVER STEVENS who died in February left a lasting imprint on the social work of Detroit, his native city, and on the cultural development of the Great Lakes region. Fortunate in possessing leisure he gave his money and himself joyously and unsparingly to human service. Becoming a director of the Associated Charities in his early manhood he patiently and insistently used that position as a tool with which to fashion a better community organization. His thinking and efforts were decisive factors in the establishment of the Community Fund. Seldom has a similar organization had such a wise and reliable chairman of its budget committee, which position he held from its origin until his health began to fail. His thoughtful and generous counsel was eagerly sought not only by the parent body, but also by a score of its constituent agencies. As a director of the American Association of Community Chests and Councils he played a major role during the last decade in helping to guide the spread of the community-chest movement throughout the nation. An artist of talent himself, he was friend, counsellor and patron to dozens of artists. A commissioner of the Institute of Arts, a president of the Scarab Club and a director and active member of numerous other organizations, he held a place equally significant in the emerging cultural life of his locality. He gave continuously a demonstration of the high attainments possible for a gentleman and a citizen.

RUTH MORGAN inherited at an early age an interest in social problems, but was not content to follow only in the paths of family tradition. To those who knew her it was natural that, as a result of her experience in Paris during the World War as high commissioner of the American Red Cross, she should decide to devote the rest of her life to the cause of peace.

As chairman of the Department of International Cooperation to Prevent War of the National League of Women Voters, as head of the Peace Committee of the International Suffrage Alliance, and finally as administrative chairman of the Committee for the Cause and Cure of War, Ruth Morgan made a contribution that was unique. An intrepid fighter, with deep convictions and great courage, she had at the same time a sense of humor and ready wit that lent a note of gayety to all her undertakings. She was an insatiable reader and in a ten-minute speech, I have heard her quote from Mother Goose, Mr. Dooley, a French philosopher, an English poet and two American statesmen.

Like all true leaders, Ruth Morgan was undismayed in the face of defeat. Although she realized that the present outlook in Europe is discouraging to the maintenance of peace, she was determined to continue her work for international cooperation and goodwill. It seemed fitting and appropriate to her friends that the funeral services in Grace Church, New York, should end with the Battle Hymn of the Republic, for the belief that truth is marching on was the mainspring of this remarkable life.—A. B. L.

BESSIE KOENIGSBERG SCHOOLMAN, who led one of the early fights against New York sweatshops, and who helped Mary McDowell establish the University of Chicago Settlement House, died recently at her home in Chicago. As a young girl with only a scant command of English she was active in organizing, in 1888, the Women Garment Workers, one of the first unions of its kind in this country. She organized the Jewish Educational Alliance in Chicago and was all her life a leading spirit in a wide variety of social and educational activities.

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